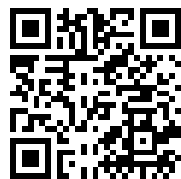

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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF THE NEW HEBRIDES, 1937

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I.—GEOGRAPHY, CLIMATE, AND HISTORY.

Geography.

The New Hebrides lie between the 13th and 21st degrees of South latitude, and the 166th and 170th degrees of East longitude, and are of an area of roughly 5,700 square miles.

The New Hebrides include the Banks and Torres Groups, the former lying a few miles due north of the main Group, and the latter about 40 miles to the north-west of the Banks, the whole forming an irregular double chain some 440 miles in length.

The largest islands of the Group are Santo and Malekula, the former having an area of approximately 1,500 square miles, and a coastline of about 200 miles. Both islands are mountainous and rugged, parts of Santo rising to over 6,000 feet.

Other larger islands in their order of importance are Efate, Ambrym, Erromanga, Epi, Aoba, Pentecost and Maeovo, and Gaua and Vanua Lava of the Banks Group. In addition to these are some 80 small islands and islets.

There are three active volcanoes in the Group situated on the islands of Tanna, Ambrym and Lopevi, respectively. The first two are in a constant state of activity, emitting smoke and vapour at irregular intervals. Ambrym volcano periodically erupts with great severity.

The Group possesses four good harbours, Vila and Havannah Harbours situated on the island of Efate, and Ports Sandwich and Stanley on Malekula, besides a number of good sheltered anchorages such as the Second Channel and Pallicollo on Santo, Ringdove Bay on Epi, The Maskelynes off South Malekula, Undine Bay on Efate, and Anelgahaut on Aneityum.

The Headquarters of the Administration are situated at Vila, which is also the chief commercial centre of the Group. Other important settlements are located at Epi, Malekula, and the Second Channel, Santo.

The Group is generally well watered. On the larger islands are several small rivers navigable to boats and small motor craft for a distance of some miles. The only lake of any size in the Group is found on top of the island of Gaua in the Banks Group, and is some four miles in circumference.

Climate.

The New Hebrides islands are classed as unhealthy. The climate, although very enervating is not worse than that of many other tropical places. The year is divided up, generally speaking, into two seasons, the hot and wet season, commencing in November and ending in April, and the dry and cool season from May to October. Of late, however, the tendency is for the line of demarcation to become less clear, there being considerable periods of drought in the rainy season and vice versa in the dry season. The temperature in the island of Efate ranges from a minimum of about 60° F. in the cool season to a maximum of about 92° F. in the hot. The hot season is the most unhealthy owing to the extreme humidity and the prevalence of mosquitoes. Also it is so enervating as to make recovery from an illness somewhat prolonged. The cool season is, generally speaking, healthy and pleasant. The southern islands of the Group are cooler and healthier than the northern—the latter being about 7° F. warmer on the average. Rainfall increases the nearer the equator is approached, and varies from some 50 inches in the extreme South to over 200 inches in the extreme North of the Group.

History.

The New Hebrides Group was discovered by the Spanish explorer de Quiros in the year 1606. Under the impression that he had at last found the long-sought Southern Continent, the quest for which occupied the navigators of this period, he called it "Tierra Austrialia del Espiritu Santo". He anchored in a large bay to which he gave the name of St. Phillip and St. James, and on the shores of a river flowing into that bay he established the settlement of La Nuova Jerusalem. To the port which undoubtedly existed in those days he gave the name of Vera Cruz. This island is to-day known as Santo. Owing to sickness and dissensions with the natives the settlement was soon abandoned and to-day, so far as is known, no traces of it

exist. The port of Vera Cruz has likewise disappeared, nor can its original site be traced along the 40 odd miles of coastline forming the bay.

Nothing more was heard of the Group until some 160 years later, when in 1768, the French navigator Bougainville passed to the southward of de Quiros's discovery, and sailed between the islands known to-day as Santo and Malekula, thus disproving de Quiros's claims to the discovery of the great Southern Continent. The strait through which he passed still bears his name. On the same voyage he discovered the islands of Pentecost, Aoba, and Maeovo, to which he gave the name of the Cyclades.

It remained, however, for the great navigator Captain Cook to discover and chart the greater part of the Group in the year 1774, when, entering the Group from the north, he sailed to the southward, discovering and naming the majority of the islands which form the southern chain of the Group. It is recorded that among other places visited he spent some fifteen days in the then snug little harbour of Port Resolution on the island of Tanna. Since those days, however, the floor of the harbour has risen, and where Captain Cook anchored in four fathoms of water, to-day a small launch will scarcely float.

Among other early visitors may be cited Laperouse who is supposed to have visited the Group in 1788; and d'Entrecasteaux, who came in search of Laperouse in 1793.

In the same year the Banks Islands were sighted by Bligh on the occasion of his famous voyage in an open boat to Timor after the mutiny of the *Bounty*.

Dumont d'Urville, Belcher, and Markham, are among the early voyagers whose accounts of these islands are of interest.

By virtue of the Anglo-French convention of 16th November, 1887, whereby, among other things, each nation agreed not to exercise a separate control over the Group, a Joint Naval Commission was appointed, consisting of the respective Captains and two Officers from each of the two warships which then paid periodical visits to the Group. The Commission was charged with the protection of the lives and property of the subjects of the two nations—France and England—in the islands.

By the year 1895 a number of British and French subjects had settled in the Group and the necessity was felt for some jurisdiction to deal with their disputes, in consequence of which an Arbitration Court was established by the colonists, but the Joint Naval Commission pronounced its veto and the Court was dissolved.

In 1902 the Group had assumed sufficient importance to necessitate the appointment of Resident Commissioners to deal with such judicial cases as came within their jurisdiction. In 1902 the first British Resident Commissioner was appointed, the French Government having a short time previously appointed a similar officer.

II.—GOVERNMENT.

By the Convention of 20th October, 1906, between the United Kingdom and France, British-French Condominium Government was established. The executive consists of a British and a French Resident Commissioner acting in concert, each assisted by a staff of officers. The Administrative Departments of the Condominium are staffed by officers of both nationalities who are subject to the control of the Resident Commissioners acting jointly. Each Power retains sovereignty over its own nationals. The seat of Government is at Vila on the island of Efate. Condominium agents of both nationalities are established on various islands of the Group and are allotted joint areas of control. The executive must in all cases reach joint agreement in decisions affecting the administration of the Condominium. The principal Condominium Judicial body is the Joint Court which is composed of a British and a French Judge with a President of neutral nationality. The joint services include the Joint Court, finance, posts and telegraphs, customs, public health, lands registry, and public works.

The Convention of 1906 has been superseded by the Convention of 6th August, 1914, which was ratified in 1922.

The British and French Resident Commissioners are subordinate to their respective British and French High Commissioners. The British High Commissioner is stationed at Suva, and the French High Commissioner at Noumea.

III.—POPULATION.

The population of the New Hebrides is composed of some 40,000 natives and 3,026 non-natives. A statement is appended giving details of the non-native population.

<i>Description.</i>	<i>British.</i>			<i>French.</i>			<i>Totals.</i>
	<i>Adult Males.</i>	<i>Females and Children.</i>	<i>Total.</i>	<i>Adult Males.</i>	<i>Females and Children.</i>	<i>Total.</i>	
Nationals ...	114	112	226	264	459	723	949
Foreigners opted under Protocol ...	6	5	11	27	9	36	47
Asiatics opted under Protocol ...	49	21	70	54	27	81	151
Protected subjects and citizens :—							
Tonkinese	—	—	—	1,464	414	1,878	1,878
Samoan ...	1	—	1	—	—	—	1
Totals ...	170	138	308	1,809	909	2,718	3,026

Of the European population, some 420 French and 66 British reside on the island of Efate, mainly in and around the town of Vila. Santo is the next important centre and carries about 20 British and 230 French. The balance is distributed throughout the Group. The European population of the Southern part of the Group is mainly British, amounting to 29 persons; of this number 24 reside on the island of Tanna (15 British and 9 French).

The Chinese and Japanese community number 93 and 58 respectively and are centred in and around the town of Vila.

The primitive state of the interior of some of the islands of the New Hebrides precludes the taking of any reliable census of the indigenous population.

Malekula is credited with the largest population, some 9,000 natives. Next come Santo and Pentecost, about 7,000 each; Tanna, 6,500; Aoba, 6,000; Ambrym, 4,000; Epi, 2,500; and Efate, 2,000. Among the smaller islands whose population is worthy of note may be cited Paama with just over 2,000, and Tongoa with 1,300 inhabitants.

In general the native population of the Group is on the decline, but for some years the islands of Tanna, Paama, and Tongoa have shown a small increase, which is still maintained. In this connexion it is interesting to note that the natives of these islands appear to be endowed with keener intelligence than their fellows, which, coupled with increased activity, may have some bearing on their present immunity from decline.

IV.—HEALTH.

Extract from Chief Condominium Medical Officer's Report for 1937.

During the year the chief "endo-epidemic" diseases treated were: malaria, blackwater fever, yaws, amoebic and bacillary dysentery, rodent ulcers, hookworm, beri-beri, filaria and ringworm.

Malaria and yaws were the most notable.

On Efate an investigation on malaria was made. School children in Vila were found to have an average splenic index of 42.70. Outside Vila, investigations showed a native splenic index of 100. Malignant tertian parasites were found more frequently than the benign variety (viz., 242 against 61).

An investigation of yaws among natives was made in the Norsup region, Malekula. The general index was found to be 13 and, for children under 6, 27.6.

Whooping cough was introduced into the Group from exterior sources during the course of the year, and soon spread, mainly among the native population, taking a severe form, and had not at the end of the year ceased its epidemic cycle. Natives of all ages were attacked and many deaths occurred. Complications

of a broncho-pulmonary type were frequent. A successful treatment for natives was found to be a daily injection of 1 c.c. of ether.

There were also lesser outbreaks of influenza, mumps, German measles and scarlet fever.

Leprosy and venereal disease were found, but not to an exaggerated degree.

Tuberculosis is chiefly of a pulmonary type and was found in all districts.

An increasing effort at native medical welfare is being made and the results have been encouraging.

Organization of Services.

The Medical organization of the New Hebrides may be grouped under:—

(1) The French Government Medical Service.

(2) British Mission Medical Services.

(3) The Condominium Medical Service, which consists of officers of (1) and (2) above, who receive allowances from Condominium funds for certain medical and health duties, plus native medical practitioners.

There are seven European doctors, six hospitals and three medical aid posts in the Group. The location of the latter is as follows:—

SOUTHERN ISLANDS.

Tanna.—A well-equipped hospital run by the Presbyterian Mission, assisted by a grant from British funds. A British medical practitioner is in charge of the hospital. There is also a small French hospital in charge of an officer of the French medical service. A leper segregation area is established on Tanna under the auspices of the Condominium Government and treatment is given.

CENTRAL ISLANDS.

Efate.—There are two good hospitals at Vila, the John G. Paton Memorial Hospital, administered by the Presbyterian Mission and assisted by a grant from British funds, and the French Government hospital. These hospitals have trained European staffs and are in charge of qualified medical officers. The French Government has recently erected a new non-European wing at the French hospital.

Malekula.—There is a French Government hospital at Norsup and a European medical officer is in charge. At Port Sandwich there is a French Government medical aid post.

NORTHERN ISLANDS.

Santo.—The French Government have established a hospital in the Second Channel, Santo, with a European medical officer in charge and European staff.

Aoba and Pentecost.—The Melanesian Mission has completed its hospital at Lolowai and this replaces one medical aid post. There are two medical aid posts belonging to the same mission, one on Aoba and one on Pentecost. It is hoped soon to appoint a resident medical officer.

All these institutions are open to the indigenous population as well as to white residents and Asiatics.

STATISTICS.

1937.

Cases.	British Hospital Vila			French Hospitals (amalgamated).		
	Euro- pean.	Natives and Asiatics.	Total.	Euro- pean.	Natives and Asiatics.	Total.
In-patients ...	43	393	436	212	1,886	2,098
Out-patients ...	—	1,637	1,637	709	6,517	7,226
Total ...	43	2,030	2,073	921	8,403	9,324
Deaths ...	—	13	13	7	75	82

Sanitation.

Sanitation in the islands of the Group is still in the early stages of development, but progress has been made at Vila, the capital, during the last few years, where services have been organized respectively to kerosene rain water tanks (the only present water supply) and other breeding places of mosquitoes, clear the continually growing bush throughout the town, and collect and dispose of refuse. These services have undoubtedly contributed greatly to the improvement of the health of the community.

All Government houses in Vila are supplied with septic tanks and the system is gradually being adopted by private individuals and commercial firms, instead of the pit system of latrine.

Sanitary legislation provides *inter alia* for the inspection of meat for human consumption, the inspection of public and private premises, the approval of plans for new dwelling houses, and obliges householders to keep their premises free from undergrowth and refuse.

V.—HOUSING.

Houses occupied by Europeans in the Group are usually of the one storey bungalow type of two or more rooms surrounded by verandahs. They are generally constructed of wood and galvanized iron. Owing to the frequency of earthquake shocks buildings of brick, stone, or concrete are not favoured.

In the more civilized areas, natives are gradually adapting themselves to European ideas of construction and a marked improvement in native dwelling houses is noticeable in villages adjacent to Vila.

In the outlying islands, mission natives favour dwelling houses constructed of lime mortar, which is a great improvement on the grass or leaf hut of former days, and far more comfortable and sanitary.

The non-mission or heathen native still clings to the insanitary grass or leaf shelter accommodating the whole of his family, and, more often than not, his pigs and dogs as well. But with the gradual advance of civilization this system is being discarded in favour of the more substantial dwellings above mentioned.

The building of houses, etc., in the town of Vila is governed by the provision of a Town Conservancy Regulation which requires all plans of projected dwelling houses to be passed by a Sanitary Commission.

VI.—NATURAL RESOURCES.

The New Hebrides have an area of approximately 5,700 square miles, parts of which are mountainous and unsuitable for cultivation. Though no accurate figures are available it is estimated that European owned plantations consist of approximately 33,000 acres under coconuts, 9,000 acres under cocoa, 7,000 acres under coffee and 125 acres under miscellaneous produce. In addition to this, larger areas, of which no estimate is available, are under coconuts and indigenous food crops of various kinds cultivated and owned by natives.

The produce of the Group may be roughly divided into export products and local food products.

The chief export products are copra, coffee, cocoa, shell and sandalwood. A comparative table of all exports is given at the end of Chapter VII. Coffee, cocoa, cotton and wool are entirely produced by European concerns. About five-sixths of the copra is produced by European plantations and one-sixth by individual natives. These are the only industries in the Group which may be said to be organized. Shell, *bêche de mer* and sandalwood are exported, but are obtained by traders and commercial houses from individual natives and Asiatics. Hides are a by-product of slaughter for meat consumption and the quantity exported is small. Coconuts are occasionally exported by plantations when the market is favourable. Of the products mentioned above as being exported, coconuts are of course also locally consumed as well as a small quantity of coffee.

Traces of minerals of various kinds have been found in the Group, but there has been no development in this direction.

There is no organized fishing industry. Apart from shell fishing by natives and Asiatics, a small quantity of fish is caught for local consumption.

The only livestock industry is a sheep station, running about 3,000 head of sheep, on the island of Erromanga. Cattle are raised on plantations primarily for the purpose of keeping down scrub, but they are also the source of local fresh meat and milk supplies.

Vegetables of many kinds are produced by Chinese market gardeners around Vila, and also by private individuals in lesser quantities, for local consumption.

A considerable variety of foods is produced by natives for their own use. Chief among these are coconuts, yams, taro, manioc, breadfruit, bananas, pawpaws and pineapples. Oranges, lemons, limes, avocado pears, custard apples and many edible nuts and roots are found in fair quantity throughout the Group, but most of these are not specially cultivated.

No reliable estimates of quantities and values of products consumed or used locally exist.

Land is held by non-natives by virtue of sales from natives. Registration of titles so acquired is now in process, but will take many years to complete. All land not thus acquired remains vested in the native. Sales of land to non-natives and the registration of land titles are governed by the Anglo-French Protocol of 1914. There is no separate legislation governing mineral and water rights.

There is no organized forestry in the Group, but many valuable trees exist including sandalwood, kauri, teak and a variety of other useful hardwoods, though as yet, with the exception of sandalwood, these have been little exploited.

Native and Asiatic export products are universally sold to traders and commercial houses in exchange for cash or goods. There are no co-operative systems. Plantations usually sell their produce to or through commercial houses, but in a few cases make their own export and sales arrangements.

VII.—COMMERCE.

The New Hebrides may be said to be virtually self-supporting in essential foodstuffs, there being a sufficiency of fresh meat, milk, vegetables, fruit and native foods for the needs of the European, Asiatic and native population. The only foodstuffs of which there are extensive importations are sugar, flour, rice and tinned meats and fish, a large part of which is used as a convenient means of feeding natives and Asiatic labour on plantations and elsewhere. Other foodstuffs imported are chiefly those forming the diets of Europeans and Asiatics and which are not readily obtainable in the Group, and luxuries. Apart from

foodstuffs, all manufactured articles must be imported. The chief imports are tea, beer, wines and spirits, tobacco, petrol, kerosene, gunny bags, building materials, machinery and soap.

The most important export from the Group is copra, which amounted to 11,746 tons valued at £101,390 in 1937, as against 10,424 tons and £90,171 in 1936. After copra next in importance come cocoa (1,448 tons £30,167, against 891 tons, £12,026), coffee (437 tons £13,745, against 307 tons, £13,464), shell and sandalwood.

Prices in 1937 were mostly lower than in 1936 particularly towards the end of the year. However, the absence of cyclones contributed to a larger outturn, which partly compensated for the loss of income. Shell and sandalwood were often a nominal market owing to conditions caused by the Sino-Japanese conflict.

The following tables are attached:—

I. Comparative table of values of total imports.

II. Comparative table of values of chief imports.

III. Comparative table of proportion of imports from various countries.

IV. Comparative table of quantities and values of exports.

V. Table of destination of exports.

VI. Comparative table of prices of exports.

Imports and exports of coin and bullion are negligible and no tables have been given.

Imports.

COMPARATIVE TABLE OF VALUES OF IMPORTS.

Year.			British currency.	French currency.	Remarks. Converted at francs.
			£	Francs.	
1924	...	...	92,201	7,929,327	86 = £
1925	...	...	217,863	22,004,232	101 = £
1926	...	...	197,840	30,457,405	154 = £
1927	...	...	307,939	38,184,562	124 = £
1928	...	...	373,797	46,474,828	124 = £*
1929	...	...	300,035	37,204,343	124 = £*
1930	...	...	157,541	19,535,138	124 = £*
1931	...	...	79,997	9,919,635	124 = £*
1932	...	...	81,587	10,116,807	124 = £*
1933	...	...	85,544	10,607,515	124 = £*
1934	...	...	75,993	9,423,132	124 = £*
1935	...	...	115,492	8,661,951	Rate of exchange of the day.
1936	...	...	123,800	10,056,000	"
1937	...	...	152,722	19,195,524	"

* Fixed rate of exchange

COMPARATIVE TABLE OF CHIEF IMPORTS.

<i>Principal source of supply.</i>			1933.	1934.	1935.	1936.	1937.
			£ (a)	£ (a)	£ (b)	£ (b)	£ (b)
Beer ...	Australia ...	...	1,240	1,277	1,638	1,060	1,394
Benzine (petrol)	America and	}	3,741	2,024	2,148	2,639	5,674
	Java ...						
Biscuits (ship's)	Australia ...	...	496	568	953	728	1,512
Tinned goods	America ...	}	1,508	1,164	1,766	3,152	4,422
and groceries	Australia ...						
Cartridges ...	Australia ...	...	247	284	153	327	752
Tobacco ...	France ...	}	5,140	3,819	5,126	4,997	5,502
	Australia ...						
	United Kingdom						
Cement ...	Japan ...	}	536	1,018	1,311	700	985
	Indo China ...						
	Australia ...						
Lubricating oils	America ...	...	1,606	1,570	3,230	959	846
Spirits...	France ...	}	1,590	1,845	3,369	1,779	2,043
	United Kingdom						
Tinned milk ...	Australia ...	...	9 3	759	1,208	908	951
Kerosene ...	America ...	...	3,329	1,323	1,814	1,712	4,706
Rice ...	Java ...	...	4,467	3,335	6,737	9,450	11,834
Flour ...	Australia ...	...	2,143	2,040	3,472	3,317	4,773
Sugar ...	Java ...	...	1,259	1,316	2,111	2,000	2,213
Soap ...	France ...	}	575	416	517	775	1,102
	Australia ...						
Tinned fish ...	Australia ...	}	1,850	590	1,212	1,766	3,235
	America ...						
Wines (fine) ...	France ...	...	1,000	511	637	706	1,862
Wines							
(ordinaire)	France ...	...	2,817	1,909	3,092	2,135	2,434
Gunny bags ...	India ...	...	4,166	2,084	3,175	4,150	4,626
Building							
materials	Australia ...	...	5,701	3,023	6,774	4,512	10,885
Agricultural	Australia ...	}	2,189	3,796	8,445	5,869	9,742
machinery,							
and boats ...							
Motor cars ...	America ...	...	298	351	566	624	633
Potatoes ...	Australia ...	...	1,190	800	1,089	1,030	1,270
Tea ...	Australia ...	...	—	—	—	—	1,060
Fuel oil ...	America ...	...	—	—	—	—	—

(a) Converted at the fixed rate of 124 francs = £1.

(b) Converted at the current rate of exchange Share of imports of British and French importers respectively 33 per cent. and 67 per cent. by value.

COMPARATIVE TABLE OF PROPORTION OF IMPORTS FROM VARIOUS COUNTRIES.

			1935. Per cent.	1936. Per cent.	1937. Per cent.
United Kingdom	...	...	2·5	2·25	2·00
Australia	...	...	48·5	70·5	68·30
Hong Kong	...	...	1·25	1·33	1·61
France and French Colonies	...	...	21·00	15·66	18·18
U.S.A.	...	...	12·25	1·66	1·75
Japan	...	...	7·00	5·25	4·34
Dutch Indies	...	...	1·5	1·66	0·85
Various	...	...	6·00	1·75	2·97

COMPARATIVE TABLE OF QUANTITIES AND VALUES OF EXPORTS.

1933.*		1934.*		1935.		1936.*		1937.	
Tons.	Value. (a) £	Tons.	Value. (a) £	Tons.	Value. (b) £	Tons.	Value. (b) £	Tons.	Value. (b) £
Copra ...	7,045	23,864	6,939	14,886	9,859	10,424	90,171	11,746	101,390
Cocoa ...	1,893	28,745	1,728	19,512	2,672	891	12,026	1,448	30,167
Coffee ...	433	13,937	318	9,624	366	307	13,404	437	13,745
Cotton ...	62	1,084	19	307	33	25	713	6	151
Trochus and shell ...	110	1,782	130	2,970	98	106	3,381	58	1,752
Maize ...	35	143	43	209	106	1	1	3	3
Sandalwood ...	61	941	100	1,446	66	81	1,656	63	902
Wool ...	9	436	9	441	6	4	232	4.5	280
Cotton seed ...	128	121	—	—	—	—	—	—	—
Hides ...	21	172	28	273	23	32	302	41	376
Castor oil seed ...	52	172	29	72	17	—	—	—	—
Coconuts ...	79	185	94	133	40	43	120	93	370
Bêche-de-mer ...	18	236	3	39	2	1	24	0.75	14
Miscellaneous ...	97	21	200	21	136	64	38	133.75	97
Totals ...	10,043	71,839	9,587	49,933	13,423	11,979	122,068	14,034	149,247

(a) Converted at the fixed rate of 124 francs = £1.

(b) Converted at the rate of exchange of the day.

* In these years exports were unfavourably affected by cyclones.

Note.—The share of produce exported as British by British firms and planters was 3.2 per cent. and 2.7 per cent. for tonnage and value respectively.

COMPARATIVE TABLE OF DESTINATION OF EXPORTS.

		(By value.)	1935.	1936.	1937.
		(a)	Per cent.	Per cent.	Per cent.
To British Empire	...		6.5	8	3.6
To Foreign Countries	...		93.5	92	96.4

Countries of Destination.

		(By value.)	1935.	1936.	1937.
		(b)	Per cent.	Per cent.	Per cent.
France		91.7	91.5	94.5
Australia		5.4	6.9	3.2
New Caledonia		1.8	.5	1.9
China		1.1	1.1	0.4

COMPARATIVE TABLE OF PRICES OF EXPORTS.

		(Per metric ton.)				
		1933.	1934.	1935.	1936.	1937.
		(a)	(a)	(b)	(b)	(b)
		£	£	£	£	£
Copra	... ..	3.4	2.15	6.25	8.65	8.6
Coffee	... ..	32	32	53	45	31
Cocoa	... ..	15	11.3	15.6	13.5	21
Cotton	... ..	18	18	29.35	28.5	26
Maize	... ..	4	5	2.65	—	—
Trochus	... ..	20	28	43	45	40
Burghaus	... ..	6	6	10	10.6	7.3
Wool	... ..	47	68	94	66	62

(a) Converted at the fixed rate of 124 francs. = £1.

(b) Converted at the rate of exchange of the day.

VIII.—LABOUR.

Native Labour.

Native labour may be divided into three main classes:—

(a) Plantation labour, boats' crews of small local vessels, employees of traders, Government messengers, constabulary, etc., on contract and otherwise;

(b) domestic labour;

(c) casual labour, working on steamers, wharves, Government works, etc.

The tendency to employ "free labour" (not under contract) is increasing except in the case of certain plantations which have difficulty in obtaining labour near at hand. The growth of a "free" labour market is a satisfactory feature as it has a tendency to bring the wages and treatment of labour into more exact relationship with prices. It is doubtful, however, if certain plantations would ever be able to be run without a few contracted men at least to ensure the proper harvesting of certain seasonal crops.

The native's aversion to long term engagements is as pronounced as ever; he prefers to work without engagement if possible and will not usually bind himself for more than 12 months.

By nature the native of the New Hebrides is lazy and of mercurial temperament. He will not work unless circumstances compel him. His wants are less simple than formerly, as he has become accustomed to European food and clothing. When times are good labour is exceedingly scarce and dear, as the majority of natives can obtain all they want by the sale of the produce of their lands, and with a minimum of exertion. When times are bad, the point arrives when the native, having exhausted his hoarded savings, cannot, without a very great deal of exertion himself, obtain the luxuries he desires. He is then faced with the choice of work on his own account, which is unpalatable, or, on the other hand, either reverting to his natural state in the matter of food (of which there is plenty) and clothing, or working for wages.

Domestic labour remains by comparison difficult to secure, as neither the male nor the female native takes kindly to this form of service and can be rarely prevailed upon to stay with an employer for an extended period.

The employment of natives under engagement of any kind is governed by the provisions of the Protocol of 1914, and, in the case of British dependents, also by national legislation. There are no native labour unions.

Statistics of Engagements.

At the end of 1937 there were the following numbers of labourers under engagement:—

<i>Natives.</i>		<i>Indo-Chinese.</i>
<i>British.</i>	<i>French.</i>	<i>French.</i>
61	917	1,822

Asiatic Labour.

Asiatic labour consists of:—

(a) Indo-Chinese coolies introduced into the territory by the French Government under contract, for employment by French settlers. These Tonkinese are, generally speaking, satisfactory, being of a superior intelligence to the natives, if not physically so strong. They are naturally hard-workers and receive approximately 80 francs a month, plus food, clothing, lodging, etc. The devaluation of the franc has rendered the cost to the settler lower than that of the native labourer, though, in addition to wages, he has to bear the cost of transportation to and from Indo-China, Government inspection and medical surveillance, etc. At the end of the year there were 1,878 Indo-Chinese coolies in the Group including 414 women and children.

(b) Free Chinese and Japanese labour of the artisan class. These are very few, and work on a day-to-day basis at wages varying according to skill and the demand for labour. Such wages vary from 5s. to 15s. a day. There are also a few Chinese employed as stewards, cooks, and firemen, on inter-island steamers at rates varying from £4 to £10 per month with rations. There are no Asiatic labour unions.

European Labour.

European labour in the ordinary sense does not exist. A few Europeans occasionally undertake paid work for wages, but this is the exception rather than the rule. There is no accepted standard of wages for Europeans and labour unions do not exist.

IX.—WAGES AND COST OF LIVING.

European.

Europeans in the service of Government or trading concerns in Vila are usually provided with free partly-furnished quarters. Other non-natives have to rent or provide their own houses or live in boarding houses. Rents in Vila vary from £5 per month upwards. *En pension* accommodation of inferior quality may be had for approximately 5s. a day. In the interests of health and morale it is desirable for Europeans to maintain as high a standard of living as their means permit in order to combat the effects of climate and monotony. The price level is higher than in Australia. The cost of living outside Vila is somewhat lower owing to facilities for maintaining livestock, poultry, and vegetable gardens, and also the relatively lower cost of native labour.

Chinese and Japanese.

These may be divided up roughly into three classes, namely, small storekeepers, market gardeners and labourers and artisans. Free labour or artisans obtain from 5s. to 15s. a day wages according to skill. There are also a few Chinese employed as cooks, firemen and stewards in the inter-island vessels at rates varying from £4 to £10 per month, with rations. The market gardeners are all Chinese and produce nearly the whole vegetable supply of Vila. Owing to the Asiatic standard the cost of living of this class is lower than that of Europeans, but is sufficiently high to maintain a good standard of health.

Natives.

Natives, generally speaking, live on the produce of their gardens and have in these an abundant and reasonably satisfactory supply of food for no cost except their own toil. This supply is supplemented, when they can afford it, by imported food stuffs, for which they are cultivating an increasing taste. They also purchase clothing and other manufactured articles according to the standard they have achieved.

The current rates of wages for native labour are as follows:—
Class (a)

Traders' employees	...	} 10s. to £2 per month with food and clothing, whether under engagement or not, sometimes together with piece-work.
Boats' crews	...	
Plantation labourers	...	

Government messengers	£3 per month without food.
Constabulary	{ From £2 per month with food and clothing.

Note.—Local or casual labour is frequently employed on plantations for picking cotton and seasonal crops on a daily wage from 1s. to 2s. with or without food, according to arrangement.

Class (b)

Domestic labour	{ £1 to £2 per month with food and clothing, whether engaged or not.
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Class (c)

Casual labour, other than plantation	{ 2s. to 4s. per day with or without food and according to skill.
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Indo-Chinese Coolies.

These are dealt with in Chapter VIII. They are only available to French subjects and at present rates of exchange their cost is lower than that of native labour.

Retail Prices.

The following are the approximate average prices of the principal articles of necessity in Vila during 1937.

Fresh milk	...	5d. to 6d. per quart.	
Flour	...	2d. to 2½d.	} per lb.
Rice	...	1½d. to 3d.	
Sugar	...	2½d. to 5d.	
Potatoes	...	2d. to 3d.	
Fresh meat	...	5d. to 1s.	
Onions	...	3d.	
Butter	...	1s. 10d. to 3s.	} per lb.
Tea	...	3s. 3d. to 4s.	
Coffee	...	1s. 6d. to 3s.	
Eggs	...	2s. 6d. to 3s. 6d.	per dozen.
Poultry	...	3s. to 10s.	each.
Tinned meat	...	1s. 3d. to 2s. 6d.	per lb.
Wood fuel	...	4s. to 10s.	per cubic metre.
Kerosene	...	8s. to 10s per tin (4 gallons).	
Petrol	...		

X.—EDUCATION AND WELFARE INSTITUTIONS.

There are no schools controlled or supported by the Condominium Government, nor are there any facilities for European children to receive anything but a primary education, which is not of a very high standard.

The town of Vila has three schools: (1) a school for girls, supported and controlled by the Sisters of the Sacred Heart Mission; (2) a boys school, supported and controlled by the

Marist Mission; and (3) an infants school run by the French Government. There is also a mixed primary school at Second Channel, Santo, under the auspices of the Marist Mission. Admission to these schools is not restricted to the children of Europeans and the fees are purely nominal.

The British and French Missions in the Group have various elementary schools and training institutions for the benefit of the natives. The Presbyterian Mission maintains a school at Tangoa, South Santo, for the training of mission teachers, and can accommodate up to 60 pupils. They also maintain mission schools throughout the Group. The Melanesian Mission have two schools at Lolowai, Aoba—one for native girls and one for native boys. The Seventh Day Adventist Mission have a utilitarian school at Aore Island, Santo, which is equipped with machinery for teaching all kinds of woodcraft. The Marist Mission also maintains schools in various islands of the Group.

All these institutions carry out excellent work among the natives and deserve commendation.

Apart from the educational work achieved by the missions, there is the equally important and beneficial medical work undertaken by the Presbyterian and Melanesian Missions. The Presbyterian Mission maintains two well-equipped hospitals in the Group, and the Melanesian Mission one, the latter in addition to two medical aid posts. These hospitals and posts are primarily intended for native patients, but their services are available to white sufferers.

Many missionaries of all denominations have been trained in simple medicine and in the giving of injections. They give splendid service in the combating of native complaints such as yaws, hookworm, skin diseases and malaria, and in the sanitary and hygienic education of the native.

All the above institutions give instruction in the villages of their districts on simple hygiene, maternity, child welfare, etc.

XI.—COMMUNICATIONS AND TRANSPORT.

Shipping.

Europe.—A service of the Messageries Maritimes Line is maintained every six or seven weeks between the terminal ports of Dunkirk and Noumea (New Caledonia), via Vila, on both inward and outward voyages via Panama. The period of the voyage is 45-55 days between Vila and Marseilles.

Australia.—The s.s. *Morinda* (Burns Philp Line) and the s.s. *Pierre Loti* (Messageries Maritimes) maintain respectively six-weekly and periodical communications with Sydney, New South Wales, the former via Norfolk Island and Lord Howe Island on the outward and homeward voyages from Sydney,

and the latter via Lifou, Loyalty Islands, and Noumea, New Caledonia. The s.s. *Pierre Loti* also maintains a periodical service with Indo-China and Hong Kong. These steamers are subsidized by the Commonwealth Government and French Government respectively to carry mails.

Dutch Line.—A regular service is also maintained by a vessel of the Royal Packet Navigation (K.P.M.) Company between Saigon and Noumea, New Zealand and Sydney, touching at Vila every two months via Batavia, Papua and New Guinea.

Inter-Island.—The following steamers make periodical voyages round the Group. They have no fixed itinerary but usually connect at Vila with the French or British mail vessels: s.s. *Mirani* (Burns Philp (South Sea) Company Limited) and m.v. *Polynisien* (Messageries Maritimes).

Vila is the port of entry of the Group. The tonnage entered and cleared during 1937 was as follows:—

Entered.

					Tons.	
British	...	...	...	...	23,985	(14 vessels)
French	...	...	...	...	131,169	(36 vessels)
Other	...	...	...	...	13,666	(7 vessels)
					<hr/> 168,820 <hr/>	

Cleared.

					Tons.	
British	...	...	...	...	22,839	(13 vessels)
French	...	...	...	...	131,076	(34 vessels)
Others	...	...	...	...	13,666	(7 vessels)
					<hr/> 167,581 <hr/>	

Ports.

Vessels of any size can enter the Port of Vila but the number of anchorages for large vessels is limited. All loading and discharging is carried out in lighters as the wharves and jetties at Vila are not suitable for vessels exceeding 100 tons.

Railways.

There are no railways in the Group. The small wharves, privately owned by the commercial houses in Vila, are provided with rails for the transport of trolleys of merchandise and produce to and from the bulk store sheds.

Posts.

There is mail communication direct with Australia, and thence with other parts of the world, every few weeks. There is also direct communication every six or seven weeks with Europe,

via Panama, but this route is much slower than the former. Considerable use is now being made of the air mails from Australia.

The mails, both inward and outward, are sorted at Vila and re-bagged for distribution round the Group by the inter-island steamers which receive a grant from the Condominium Government for the services performed. The average time for European postal matter to reach Vila by the Australian mail route is 42 to 49 days. The Condominium Government has a postage stamp issue designed to represent the dual control. There are two series of stamps—one British and one French. Both are inscribed in international franc currency.

The postal matter handled by the Vila Post Office for 1937 was as follows:—

	<i>From or to British territory.</i>		<i>From or to French territory.</i>		<i>From or to other places.</i>		<i>Totals.</i>
	<i>Re- ceived.</i>	<i>Des- patched.</i>	<i>Re- ceived.</i>	<i>Des- patched.</i>	<i>Re- ceived.</i>	<i>Des- patched.</i>	
Letters ...	27,000	23,000	55,000	40,000	5,000	5,000	155,000
Other articles ...	45,000	4,000	33,000	3,000	800	800	86,600
Registered articles	800	1,550	2,300	3,100	86	5	8,250
Air mail articles	50	200	300	1,500	100	400	2,550
Parcels post ...	1,633	20	508	10	86	5	2,262
Totals ...	74,483	28,770	91,108	47,610	6,186	6,505	254,662

Radio-Telegraph.

The Condominium Government maintains a radio-telegraph station at Vila. The station is powered at $1\frac{1}{2}$ kilo-watts and the call sign is FJX. A new transmitting and receiving set is on order. Reception and transmission are carried out on wave-lengths of 17 and 40 metres and 21 and 37 metres respectively and also on the 600 and 800 metre bands. A daily service is maintained with the station at Suva, Fiji (VPD and VRP), and with the French Government station at Noumea, New Caledonia (FJP). The terminal charge of the Vila station is 3d. per word. The rates per word for telegrams despatched from Vila to Australia and the United Kingdom are as follows:—

To	Ordinary.	Code.	Deferred.	D.L.T.	X.L.T.
Australia ...	1s.	8d.	—	—	8d.
United Kingdom	2s. 2d.	1s. 4d.	1s. 1d.	9d.	9d.
					(Minimum (Minimum charge of charge of 25 words.) 10 words.)

The traffic handled by the Station during the year under report was as follows:—

<i>Class.</i>	<i>Words received.</i>	<i>Words despatched.</i>
Official	21,053	26,395
Official relayed	67	—
Ordinary private	6,896	5,316
Ordinary relayed	4,880	—
Code	10,392	12,369
Code relayed	4,653	—
L.C.	375	350
L.C. relayed... ..	647	—
D.L.T.	149	329
D.L.T. relayed	29	—
X.L.T.	132	—
X.L.T. relayed	8	—
Totals	49,281	44,759

Total words received and despatched = 94,040.

There are privately owned wireless stations at Norsup (Malekula), Segond Channel (Santo), Ringdove Bay (Epi), and Lenakel (Tanna). These stations communicate with Vila and with inter-island shipping.

Roads.

With the exception of the islands of Efate, Tanna, and Tongoa, there are very few public highways in the Group suitable for wheeled transport. Tanna has several passable unmetalled roads, one of which traverses the island and is motorable. There is also a fair unmetalled road on the island of Tongoa. Vila, the capital and seat of Government, has several semi-metalled and unmetalled roads. These link up with the outlying districts and are all motorable. Most plantations keep motorable tracks for their own use. Some of these are linked up with tracks on other plantations and form useful means of communication.

Telephones.

Telephone communication is established only in the town of Vila and the outlying districts. The system is operated by a central exchange and the service is continuous. There are 63 telephones and 96 miles of wire.

The average annual subscription rate is £4 (unlimited calls).

XII.—PUBLIC WORKS.

The Public Works Department staff normally consists of a Superintendent of Works and an Assistant, a European lorry driver (who also acts as foreman), a native roller driver and a small native road gang. In the absence of the Superintendent of Works or his Assistant, District Agents supervise public works being carried out in their respective areas.

The chief duties of the Public Works Department of the Condominium are the care and maintenance of Condominium roads, buildings, bridges, shipping lights, and the supervision of any new works undertaken. Most works are executed by contracts in various forms. In the case of roads these are generally in conjunction with work performed by the road gang and roller.

XIII.—JUSTICE, POLICE, AND PRISONS.

Justice.

The convention of 1914 provided for the immediate introduction of three Courts, namely the Joint Court, and the French and British National Courts, and the subsequent formation of two others—Courts of First Instance and Native Courts.

The scope and functions of these Courts is briefly as follows:—

(1) *Joint Court*.—The Court is composed of a British and a French Judge, with a President of neutral nationality. There is also a Public Prosecutor and a Native Advocate. The Joint Court is a Court of final adjudication in matters of purely Condominium nature. Broadly speaking, and subject to certain exceptions, its civil jurisdiction is confined to certain proceedings in respect of rights over immovable property—its chief function being that of a land Court governing the registration of indefeasible titles to land. It may also settle cases between any parties, native or non-native, brought before it by consent of both. Its criminal jurisdiction, broadly speaking, is confined to offences (a) connected with the recruitment of native labourers, (b) committed by natives against non-natives, (c) committed by natives against natives in areas where the Native Code is in force and involving a penalty of over one year's confinement, and (d) against the Convention, or Joint Regulations passed in pursuance thereof, committed in areas where no Court of First Instance exists.

There is an appeal to the Joint Court from all judgments of Courts of First Instance and from important civil judgments of Native Courts. The Joint Court also has certain revisionary powers in criminal cases of Native Courts, and judgments of Courts of First Instance involving sentence of imprisonment.

(2) *Courts of First Instance*.—The composition of these Courts consists of a British and a French District Agent with an assessor of the nationality or legal system of the accused, chosen by lot, from a selected list. Their jurisdiction is over breaches of the 1914 Convention, or of Joint Regulations made thereunder, except those connected with the recruitment of native labour.

(3) *Native Courts*.—These are composed of either a British or French District Agent, assisted by two native Assessors. The British and French Agents preside over the Courts in turn,

month and month about. A necessary corollary to the full and complete functioning of these Courts is the promulgation in the area concerned of the Native Code.

(4) *and* (5) *National Courts*.—The British and French Governments have established in the Group, in conformity with their existing legal systems, Courts with jurisdiction over all civil cases, other than those reserved to the Joint Court, and over all criminal cases in which a non-native is the defendant. In civil cases the jurisdiction over actions between non-natives belongs in some cases to the Court of the Power under whose law the contract was concluded, or the act or thing in question originated, and in other cases to the Court of the Power to which the defendant belongs. In criminal cases, non-natives are justiciable by the Court of their own nationality or the nationality applied to them.

Courts of First Instance have so far been set up in Central Districts Nos. 1 and 2 and the Northern Districts.

Non-natives of neither British or French nationality must opt within one month of arrival for the British or French legal system.

A Code of Native Criminal Law has been instituted and two Native Courts—one in the Central District No. 1 and one in the Southern District—have been formed to administer Penal Law only within their competence and jurisdiction.

There are two practising lawyers in the Group, one British and one French.

The following judgments, other than civil, were recorded by the various Courts:—

				<i>Nature of Judgment.</i>	
				<i>Fine.</i>	<i>Imprisonment.</i>
Joint Court	...	...	...	7*	1
Courts of First Instance	...	...	...	37	—
Native Courts	...	...	...	24	44
Resident Commissioner's Court	...	...	...	1	71
British National Court...	...	...	...	1	—
				—	—
Totals	...	...	...	70	116
				—	—

* Includes two Courts of First Instance revisions.

Police.

The policing of the Group is carried out by two separate forces of armed native constabulary, British and French, each in the charge of a National Commandant under the orders of the respective Resident Commissioners. The headquarters are at Vila, and small detachments are located at the District Agencies on the islands of Tanna, Malekula, and Santo, respectively, in order to assist the District Agents in the carrying out of their duties.

The British force is composed of natives recruited from the islands of the New Hebrides, and the French force mainly of New Hebrideans with a few Loyalty Islanders. In addition, the French have enrolled a number of Tonkinese police for the purpose of facilitating police operations among the Tonkinese coolies in the Group. The respective strengths of the British and French native constabularies are 40 and 40 non-commissioned officers and men.

The duties of the native constabulary consist in the maintenance of law and order among the native population of the more civilized areas, general police and patrol work and guarding of native prisoners, and the repression of native disorders.

Both the British and French Commandants, in addition to their duties as police officers of the Condominium, also act as police officers in so far as their own nationals are concerned, and are charged with the conduct of police cases before their respective National Courts.

The cost of the maintenance of the two forces is defrayed by the respective National Governments, except when the two corps are acting jointly, when the expenses are met from Condominium funds.

The usual term of enlistment for natives of the Group is two years. Some re-engage for further terms.

Prisons.

Each Government maintains its own national prison, which is situated in the town of Vila, and accommodation is provided for both natives and whites. The cost of maintenance of prisoners sentenced by the national tribunals is met from national funds, and that of natives sentenced by the Resident Commissioners and the Native and Mixed Courts, from Condominium funds.

There is no Condominium prison staff. Each Commandant acts as prison keeper and is responsible for the supervision of prisoners placed in his charge. He is assisted by police constables who act as warders.

In addition to the national prisons at headquarters each District Agency is provided out of Condominium funds with a temporary lock-up in which natives under short sentences are confined.

The class of native prisoner with which the Administration is called upon to deal is almost exclusively confined to those sentenced for breaches of local liquor laws and offenders against the provisions of the Native Penal Code.

Native prisoners are employed on works of general utility, such as the making and cleaning of roads, weeding Government paddocks, transport of material to various Government buildings, etc.

The daily average of native prisoners confined in the British prison was 7.40 and in the French prison 6. No deaths occurred in the British prison. Generally speaking, the health of prisoners was good.

XIV.—LEGISLATION.

The following legislative Acts came into force during the year:—

(a) *Joint Regulation No. 1 of 1937*.—Revises and consolidates the law regarding Trading Licences.

(b) *Joint Regulation No. 2 of 1937*.—Constitutes a Court of First Instance in the Northern District.

(c) *Joint Regulation No. 3 of 1937*.—Permitted the use of dynamite for fishing in certain areas. This measure has been disallowed.

(d) *Joint Regulation No. 4 of 1937*.—Suspends the obligation to procure a permit for purchase of liquor.

(e) *Joint Regulation No. 5 of 1937*.—Establishes the rule of the road at crossings.

(f) *Joint Regulation No. 6 of 1937*.—Provides a control for animals affected with tetanus and for the disposal of those which succumb.

(g) *Joint Regulation No. 7 of 1937*.—Amends the inter-Empire rate of postal tariff.

XV.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

There are no banks in the New Hebrides. The Condominium Government, the National Administrations, commercial houses, most traders, and private individuals of any substance do their banking in Australia and New Caledonia. Others make use of certain facilities provided by the more important commercial houses.

The official currencies of the New Hebrides are English and French. Both are legal tender up to the amounts permitted in England and France. Bank notes of the Banque de Indochine, Noumea, are accepted *pari passu* with those of the Bank of France, which guarantees them. Australian currency has been officially recognized as a substitute for sterling at the market rate of exchange. Sterling currency is not often seen, Australian having become the chief medium of commerce in the Group since its devaluation below sterling parity. All three currencies are accepted for each other at the current rate of exchange.

The British and French systems of weights and measures are both employed throughout the Group.

XVI.—PUBLIC FINANCE AND TAXATION.

By Article 5 of the Convention of 1914 each of the two Powers is required to defray the expenses of its own Administration in the Group. The cost of the joint services is defrayed from local revenue. The joint services include finance, posts and telegraphs, customs, public works, ports and harbours, public health, the Joint Court and the Summary Courts, and the Lands Registry. In the event of revenue from local taxation proving insufficient to meet jointly approved expenditure, the two Signatory Powers contribute the deficit in equal proportions. Since the year 1921 such contributions were required in the years 1931, 1932, 1933, 1934 and 1935.

Revenue and Expenditure.

CONDOMINIUM REVENUE.

Year.	French currency. Fcs.	British currency. £	Remarks.
1933	1,379,644	or 11,126	Converted at fixed rate of fcs. 124 = £1.
1934	1,329,249	or 10,719	
1935 ... ..	...	23,008	
1936 ... ..	...	22,220	Current rate of exchange.
1937 ... ..	...	27,729	

CONDOMINIUM EXPENDITURE.

Year.	French currency. Fcs.	British currency. £	Remarks.
1933	2,358,346	or 19,019	Converted at fixed rate of fcs. 124 = £1.
1934	2,884,240	or 23,362	
1935 ... ..	...	26,102	
1936 ... ..	...	21,866	Current rate of exchange.
1937 ... ..	...	21,980	

The chief sources of Condominium Revenue are import and export taxes, which normally account for some four-fifths of the receipts. Other sources of income are postal and telegraphic receipts, port dues, court fees and fines, survey fees, trading licences, taxes on vehicles, Land Registry fees and miscellaneous receipts.

The following is a brief table of the principal import duties current during the year:—

General merchandise, unspecified...	...	12	} per cent. <i>ad valorem</i> .
Gramophones, records, perfumery, lace, rifles, revolvers, and cartridges	...	20	
Spirits	...	30	
Tobacco	...	50	
Wines	...	5 to 12	
Petrol, lubricating and combustible oils...	...	10	
Kerosene	...	6	
Shotguns and cartridges, detonators	...	100	
Beer	...	1s. per gallon.	
Dynamite	...	1s. 10d. per lb.	
Fuse	...	6d. per 24 feet.	

No duty is levied on the following articles:—official uniforms and robes, live stock, books, cereals and seeds, ship biscuits, coal, fertilizers, medical appliances and drugs for hospitals, microscopes, plants, vaccines and lymphs, fresh vegetables and fruit.

The main heads of taxation and actual yields for the year 1937 are tabulated as follows:—

	£
Inland Revenue (trading and other licences) ...	955
Post Office	696
Port dues	935
Court and survey fees	409
Import duties	21,146
Export duties	1,604
Wireless telegraph (gross)	1,078
Lands Registry	170

EXPENDITURE ON SERVICES ENTIRELY BRITISH.

	£
1933-34	8,615
1934-35	9,346
1935-36	9,422
1936-37	9,586
1937-38	9,453

This expenditure is defrayed from funds provided by Parliament on Civil Estimates, Vote for Colonial and Middle Eastern Services, Class II (9). Revenue consists of miscellaneous receipts, such as Court fees and fines, and rent, totalling approximately a hundred pounds annually. The expenditure on British services includes the personal emoluments of the British national staff, Police Force, and District Agents, and maintenance of houses of officers and police barracks.

The French Government maintains at national expense services similar to the above.

XVII.—MISCELLANEOUS.

Lands and Survey.

Land owned by settlers in the New Hebrides was acquired originally from native owners, either by purchase or barter. Ownership at the present day is based on these native deeds, but such deeds do not constitute a valid title until judgment has been pronounced upon them by the Joint Court. The procedure in regard to obtaining indefeasible titles to land in the New Hebrides is set out in articles 22 to 27 of the Protocol of 1914. Approximately 1,000 claims have been lodged in the Joint Court representing an area of 2,150,000 acres, more or less. Many of these claims are overlapping or conflicting.

The adjudication of land claims on Efate was completed during 1932 and the majority of claims in the Southern Islands similarly dealt with during 1933 and 1934. During 1934 the survey of Epi and adjacent islands was commenced and was still in progress at the end of 1937.

The speed with which claims are dealt with is subordinate to a large extent to the progress of land surveys of the properties affected, and to the extent of complication of opposition.

A staff of surveyors is attached to the Court, but owing to the difficult nature of the country to be surveyed and identified, progress is necessarily slow. For financial reasons the staff of surveyors has lately been kept at a minimum.

In the adjudication of land claims, due consideration is given to the needs of the indigenous population that may be occupying lands coming up for registration. The Court instructs its surveyors to report on such matters in the course of their work, and is guided by such reports in deciding the desirability or necessity for making native reserves. The Anglo-French Protocol provides for the appointment of an official Native Advocate by the two Governments, whose duty it is to watch over native interests in land matters, to bring to the notice of the Court instances of usurpation of native land by settlers, and to assist natives in opposing claims before the Court. The Torrens system of land registration has been adapted to the New Hebrides.

General.

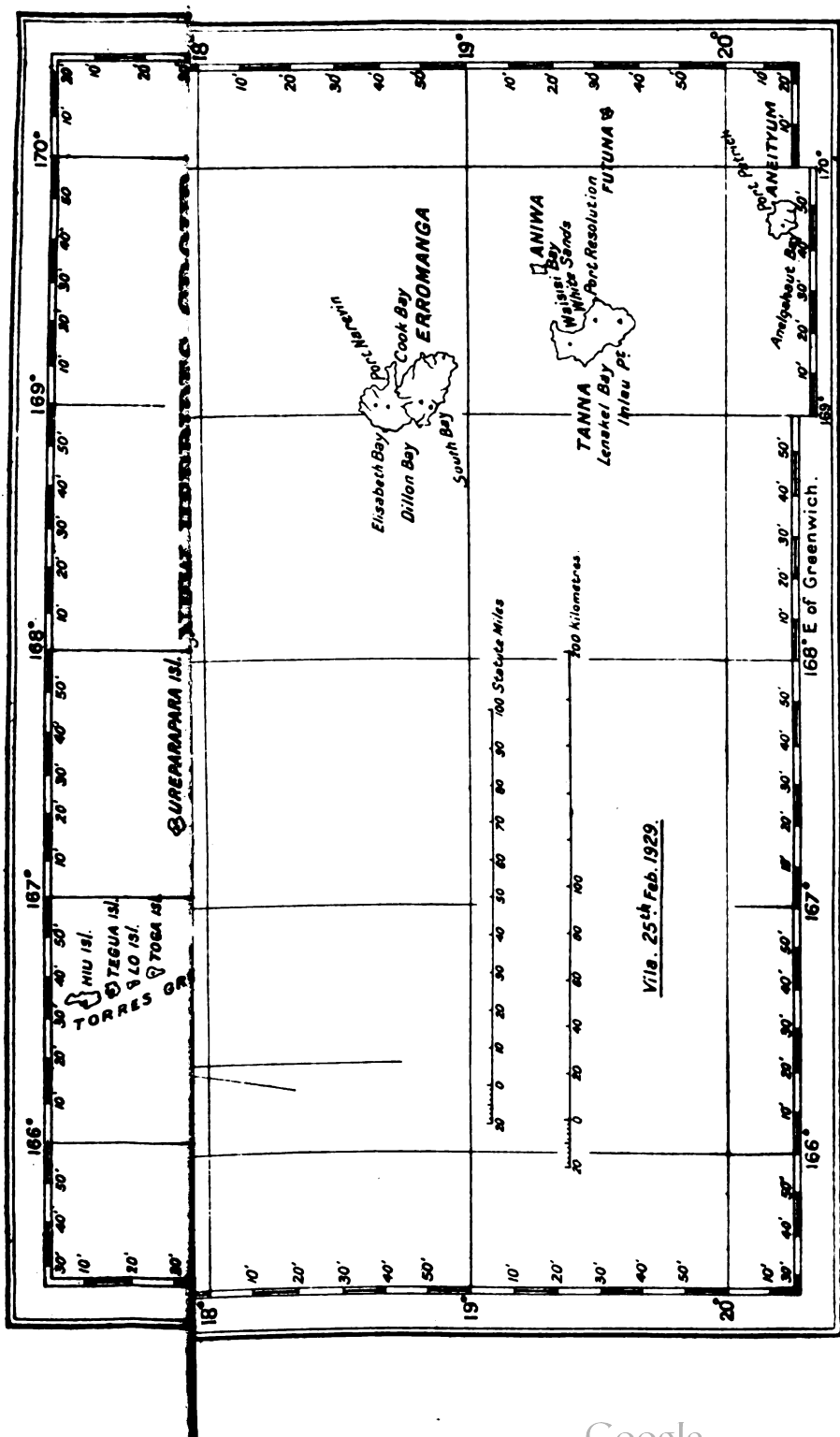
The Group was visited during June by His Excellency Sir Arthur Richards, K.C.M.G., British High Commissioner in the New Hebrides, who was accompanied by Mr. H. H. Vaskess, M.B.E., Secretary to the Western Pacific High Commission, and Dr. A. H. B. Pearce, the Central Medical Authority of the Western Pacific High Commission. His Excellency's party came direct from Suva in H.M.S. *Leith* (Captain L. C. P. Tudway, R.N.), of the New Zealand Station, and left the Group on the same vessel at the conclusion of their visit.

A visit was also received during April from His Excellency Monsieur Marchessou, French High Commissioner in the New Hebrides. His Excellency travelled on board the French Naval Sloop *Rigault de Genouilly*.

APPENDIX.

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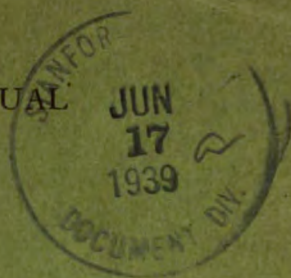
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EAST AFRICAN AGRICULTURAL RESEARCH STATION, AMANI

Tenth Annual Report [Colonial No. 151] 1s. (1s. 1d.)

NUTRITION POLICY IN THE COLONIAL EMPIRE

Despatch from the Secretary of State for the Colonies dated 18th April, 1936 [Colonial No. 121] 2d. (2½d.)

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I.—GEOGRAPHY, CLIMATE, AND HISTORY.

Geography.

The Colony of Seychelles comprises ninety-two islands, which are situated in the Indian Ocean between the 4th and 10th parallels of South Latitude and 46 and 57 lines of East Longitude. Their aggregate area is estimated at 156½ square miles. The nearest point on the mainland is Mombasa, a distance of approximately 1,000 miles, and the islands of Zanzibar, Mauritius and Madagascar are respectively 970 miles, 934 miles and 600 miles away.

The main group of islands are of rugged granite formation and lie on the centre of a bank which is about 12,000 miles square. They were visited in 1934 by the John Murray Scientific Expedition to the Indian Ocean in the Egyptian survey vessel *Mabahiss*, under the direction of Colonel Seymour Sewell, I.M.S., Sc.D. In the report of this expedition the results of the soundings and observations taken point to the fact that the Seychelles Islands are peaks on the middle of a great submerged bank, which may have once been part of a

southern continent, the continent of Gondwanaland (or Lemuria as it is sometimes called), which was supposed to connect India with Madagascar and South Africa and which went down after a tremendous volcanic upheaval when the lost continent began to subside 10,000 years ago.

The Seychelles Islands are peculiar in being one of the few places in the world which were entirely uninhabited when they were discovered, and also in their extraordinary lack of fauna. Apart from the ordinary domestic animal a few harmless snakes exist on the hills, rats and small lizards are common, and the flying fox is sometimes seen. The giant tortoise is found indigenous on Aldabra.

The largest and most important island is Mahe, which has an area of 55 square miles and a population of 26,327 out of an estimated 30,940 in the whole Colony. It is of extremely rugged formation with a very narrow littoral, from which rises steeply a central range from 2,000 to almost 3,000 feet. The highest point is Morne Seychellois at 2,993 feet. The scenery is very beautiful and the sea extremely colourful, owing to the coral reefs which surround the island.

Mahe has only one harbour, at Victoria, which is the principal town and the headquarters of Government. The harbour is about three miles wide and is protected on the east and south by a circle of islands which form the Mahe group. About one third of the total population live in Victoria, the rest being scattered in hamlets which lie along the sea shore or in estates on the hills.

Other islands of the main group and mostly of granite formation are:—

Praslin (9,700 acres); Silhouette (4,900 acres); La Digue (2,500 acres); Curieuse (900 acres); Frigate (700 acres); Felicite (689 acres); North Island (525 acres); Ste. Anne (500 acres); Denis (340 acres); Cerf (290 acres) and Bird or Sea Cow Island (160 acres).

Outlying islands are all of coral formation, the farthest from the main group being Aldabra, which is 630 miles from Mahe. Aldabra is one of the most interesting of the Seychelles Islands. It has a lagoon over 50 square miles in area which teems with the hawksbill turtle and the edible turtle. The island is also the home of the giant tortoise. It is visited only by small schooners from Seychelles which collect coconuts and turtles and transport labour.

The main islands are now given up to the cultivation of coconuts, patchouli, vanilla, citriodora and palmarosa, while cinnamon grows wild on all the hills. On many of the outlying islands coconut palms flourish particularly well, while others have a rich treasure of guano. The names of all the islands are given on the sketch map at the end of this Report.

Climate.

The climate is pleasant on the whole and is quite healthy, there being no malaria, but it lacks bracing qualities. For the six months from about May in each year, the south-east trade wind is constant. This corresponds to the winter season elsewhere in southern latitudes. For the rest of the year, the north-west monsoon blows, but with less force, and for a part of this time the weather becomes uncomfortably warm. The maximum shade temperature rarely exceeds 86° F. but seldom falls below 74° F. Variations in temperature are more noticeable than would be the case outside of the tropics.

The rainfall is heaviest between the months of November and April, but it is not confined to that season. It varies from 70 inches to 135 inches in a year, the average being 90 inches. The southern islands of the Colony are only just out of the range of the cyclone belt, within which Mauritius falls.

History.

The islands are believed to have been discovered by a Portuguese named Pedro Mascaregnas, 1505, but the discovery was not apparently followed by any attempt at colonization.

Previous to the French occupation they were the resort of pirates who infested the Indian Ocean, some of whose names are borne by descendants in Mahe at the present time.

Under the Government at Mauritius of Labourdonnais, whose name the islands originally bore, their position was first defined in 1743, and M. Picault, who took possession in the name of the King of France, called the principal island Mahe after Mahe de Labourdonnais. Later on the group was renamed the Seychelles Islands, in honour of the Viscomte Moreau des Sechelles, who was Controller-General of Finance under Louis XV from 1754 to 1756.

During the war of the French Revolution, Mahe was extremely useful to French ships as a place of refuge and refitment, but on 17th May, 1794, it was captured by Captain Newcome, of H.M.S. *Orpheus*.

The last French Governor, M. de Quincy, who was born at Paris in November, 1748, became (after the departure of Lieutenant Sullivan, R.N., who had been placed in charge) the first Agent Civil under the British Government. M. de Quincy's reign as French Governor lasted 20 years. He remained for 18 years in the service of the British Government, and died on 10th July, 1827.

The capitulation was renewed in 1806, but it was not until the capture of Mauritius in 1810 that Seychelles was formally taken possession of by the appointment of an Agent, and incorporated as a dependency of that Colony. A board of Civil Commissioners was appointed in 1872, when the finances of Seychelles were separated from those of Mauritius.

In 1897, the Administrator was given full powers as Governor, and Seychelles was practically separated from Mauritius. The separation was completely carried out in 1903, when Seychelles was, by Order in Council, constituted a separate Colony under its own Governor and Commander-in-Chief.

During the French occupation, settlers, mostly from Mauritius, were placed on Mahe and the descendants of these form the majority of the European and mixed element of the population, whose language is French. Slaves were also brought in from Mauritius and this class, after the British occupation, was greatly augmented by the fact of Seychelles being chosen as a refuge for African slaves freed from time to time on the high seas by the Navy. In the conditions existing in Central Africa until late in the last century, it was not practicable to return these people to their homes. Their descendants to-day form the large majority of the population of the Colony. These have retained the cheerful, carefree characteristics of their forbears, but they have lost all tribal tradition and language and now speak a patois of French, locally known as Creole. All profess Christianity, most being of the Roman Catholic faith, and they all bear French names, presumably given to their fathers on baptism. They are a simple and law-abiding people, keep themselves and their children surprisingly clean, but, as a class, they are very improvident.

II.—GOVERNMENT.

The Government organization is of the usual "Crown Colony" type. The Secretary of State for the Colonies is the responsible Home Authority.

A Governor and Commander-in-Chief exercises jurisdiction under the Common Law (the Code Napoleon), relative Imperial Orders in Council, and local Ordinances enacted by a Legislative Council consisting of the Governor, as President, three senior Departmental Heads and three unofficial residents appointed by the King on the nomination of the Governor, in the case of each of the latter, for a period of three years at a time. An Executive Council is composed of the Governor and the three Official Members of the Legislative Council and one Unofficial Member. In the absence of the Governor, the Chief Justice acts as Administrator of the Colony.

III.—POPULATION.

The population of the Colony consists of the descendants of the early French settlers and of the African slaves, with an intermediate Creole class. A few persons of United Kingdom birth are employed in the service of the Government and of Cable and Wireless, Limited, and a very small number are otherwise employed.

A census was taken on 26th April, 1931, showing a total population at that date of 27,444 (13,289 males and 14,155 females), with a distribution as follows:—

Mahe	...	...	...	...	21,712
Neighbouring islands	...	...	...	...	4,240
Outlying islands	...	...	...	...	1,492

The following are the more important vital statistics for the year, as compared with those for 1936:—

	1936	<i>Per 1,000 of population.</i>	1937	<i>Per 1,000 of population.</i>
Births	877	28·78	827	26·72
Deaths	354	11·62	440	14·22
Marriages	218	7·16	199	6·43
Infantile Mortality (deaths under one year)...	49	55·9	67	81·02
Emigration	534	17·53	557	18·00
Immigration	669	21·96	649	20·98

The census of 1931 was the fifth taken in the Colony. The following figures of population show the rates of increase per decennial period:—

1891.	1901.	1911.	1921.	1931.
16,440	19,237	22,691	24,523	27,444

These figures may be taken to indicate increases by birth, since neither immigration nor emigration is on a large scale, and, roughly, the numbers balance each other.

IV.—HEALTH.

The health of the population generally is good. Nevertheless, the Colony is not immune from many ailments and the treatment of disease and the steps taken to conserve the health of the people must be referred to. Fortunately the anopheles mosquito has never been introduced, or, if so, has never established itself, so that malarial fever, which is prevalent in most other places in the tropics, is unknown here. Occasional outbreaks occur of jaundice, whooping-cough, influenza, dengue fever, and chicken-pox. There was no epidemic during the year under review, nor, in most years, do any of the above diseases occur to an alarming extent. Ankylostomiasis (hookworm) is common. For the treatment of this disease provision exists, and observance of hygienic principles is important, especially with respect to the provision and inspection of latrines. Neglect of proper precautions is dealt with by prosecution before the Courts.

The Medical Department is well staffed, organized, and equipped to deal with the medical needs of the people. A large hospital, well situated in the town of Victoria, affords accommodation not only to the sick poor, its primary purpose, but also to those who can afford to pay at first, second, or third class rates, all of which are very moderate. The staff consists of a Senior Medical Officer who acts as Resident Surgeon and is also in charge of an X-ray and Electro-Therapeutic Department, three Nursing Sisters (of the Order of St. Joseph de Cluny), and seven Probationary Nurses undergoing training. A cottage hospital has also been provided to serve the needs of the people of Praslin and La Digue islands, with an Assistant Medical Officer in charge and a trained nurse. A third Medical Officer is in charge of the district of Anse Royale on the main island. Periodical medical inspections are made of the outlying islands in the interests of those employed there.

During the year, 1,413 cases were treated in the Seychelles Government Hospital.

The school children are given simple lessons in hygiene.

Leprosy shows no improvement as compared with the previous year; its incidence is confined mainly to the African labourers. A leper settlement has been established on an island 54 acres in extent and most of the lepers have been removed from a smaller island inadequate for its purpose. Forty-five lepers are isolated in the settlements and 52 others are under supervision. Treatment, especially in the earlier stages, is giving encouraging results. Visits of relatives are allowed under appropriate conditions. Most of the lepers have small gardens of their own and they keep pets, such as rabbits and pigeons.

Work on the erection of a modern leper settlement on Curieuse Island, of 900 acres, was commenced during the year. The project involves the use of half of the island as a leper settlement, which will be run on the lines of modern leper settlements in the East. It is hoped when the new settlement is opened to remove all the lepers now segregated on the two small islands to Curieuse.

An asylum at Anse Royale exists for the reception and treatment of lunatics. At present there are 32 inmates.

Tuberculosis shows a slight improvement. A modern tuberculosis ward, situated in the hospital grounds, was completed during the year 1931 for the isolation of patients.

The outlying islands contain no permanent residents. Most of the islands are planted with coconuts for which labour is engaged from the island of Mahe, all together absorbing about 1,500 men, women, and children. Conditions are good and there is little sickness. Some outbreaks of beri-beri have occurred in the past and another deficiency disease, known

locally as "Decoque", is met with. The Government hopes when conditions permit to obtain the services of a research medical officer for investigation of the cause of the latter disease.

The Medical Department absorbs a considerable proportion of the revenue of the Colony, but it is money well spent.

V.—HOUSING.

The wage-earning population on estates are accommodated in small thatched huts made of leaves from the coconut tree. A fee is paid by the manager to erect the huts and when the labourer leaves the estate the huts remain the property of the employer. All materials are supplied by the estate. Many of the labourers do not reside on estates and, apart from the few who own a plot of ground, these rent a plot for one rupee (1s. 6d.) a month to erect a hut which, generally, is made of leaves. The more thrifty among them build wooden houses, roofed with galvanized iron and having two rooms and sometimes a verandah. Those renting a room in a house in the town generally pay from Rs.2 to Rs.3 per month. Sanitary Inspectors carry out a house-to-house inspection of all premises to enforce sanitary laws. There is no shortage of dwellings nor any congestion. There are no building societies.

The accommodation for labourers in the outlying islands consists of small thatched huts with walls covered with coconut leaves, the ground forming the floor. Certain huts are single, whilst others accommodate two to three families.

VI.—PRODUCTION.

The chief exports of the Colony are the products of the coconut. The net export values of these products for 1937 were as follows:—

				Rs.
Coconuts (26,100)	...	...	...	612
Copra (5,611½ tons)	...	...	...	1,002,051

Cinnamon, a jungle tree, is exploited for its essential oil, which, in spite of the fluctuation of price, remains the export product second in importance, with an output of 70,289½ kilos, exported mainly to the United States of America, representing a value of Rs.318,527. Cinnamon bark exports amounted to 14½ tons, of a value of Rs.439. 2,334½ kilos of patchouli oil, valued at Rs.32,603 were also exported. Mention should also be made of the vanilla industry, which, although gradually dying out, produced 466 kilos for exportation, representing a value of Rs.4,330. The Colony is well adapted for the development of fisheries, about 3,000,000 lb. of fresh fish, approximately Rs.450,000 in value, were caught in 1937 for local consumption. 4,416 kilos of calipee worth Rs.8,304, and 896 kilos of tortoise-

shell worth Rs.10,573, were exported in 1937. The other fishery products are green turtle-shell, 115 kilos valued at Rs.115, and tripangs, 208 kilos valued at Rs.238. 27,890 kilos of birds' eggs yolk liquid worth Rs.5,591 were also produced.

Phosphatic guano was exported to the United Kingdom, Kenya, New Zealand, Mauritius, and French Possessions to the amount of 9,594 tons valued at Rs.105,240.

No geological survey has been made of the Colony, which is of granite formation with occasional dykes of basalt and intrusions of dolerite. Unproductive lands covering about one-third of the acreage of the Colony comprise outcrops of granite following erosion and coral reefs still in their position of growth. Other productive but uncultivated lands cover an area of about 13,597 acres. Land under forest stretching over 3,500 acres, about one-fourth of which is under commercial timber, produced timber for the local market. Crops of tobacco, coffee, sugarcane, maize, vegetables, and manioc, which, together with breadfruit and bananas, are all consumed locally, are grown in areas totalling over 500 acres.

The number of pigs in the Colony is 7,500. Other livestock comprise: horses, 15; asses, 100; cattle, 1,500; goats, 1,000. The yield of animal produce during the year under review was as follows: —

<i>Produce.</i>	<i>Quantity.</i> lb.	<i>Value.</i> Rs.
Meat	77,690	27,968
Hides (mostly from calves)	457	228
Pork meat	54,300	16,290
Turtle meat	28,250	7,062

Almost every Seychellois is an agriculturist or a fisherman or both. Estates are run either by the owners themselves or leased to individuals on short terms.

Farm labourers under 15 years numbered	1,374
" " of 15 years and over numbered	6,141
Fishermen numbered	1,100

There are no exploitable minerals in the Colony (except phosphate guano) and no manufactures. Baskets, straw hats, mats, etc., are produced but only in a very small way. All production is in the hands of individuals or small companies.

VII.—COMMERCE.

The foreign trade of the Colony during the year 1937 amounted to Rs.2,765,416, being an increase of Rs.58,095 as compared with the previous year.

The total imports amounted to Rs.1,262,976, an increase of Rs.130,835, as compared with the previous year.

The total exports amounted to Rs.1,502,440, a decrease of Rs.72,740 compared with the year 1936.

The following statement shows the value of imports into and exports from the Colony during the year 1937:—

	Rs.
Trade imports	1,237,976
Government imports (approx.)	25,000
	<hr/>
Domestic exports	1,262,976
	<hr/>
Excess of exports over imports	Rs. 239,464

The distribution of trade among the countries principally interested is indicated in the following table:—

<i>Countries.</i>	<i>Exports.</i>	<i>Imports.</i>
	Rs.	Rs.
United Kingdom	813,152	452,607
India	295,575	413,855
France	29,722	48,380
United States of America	252,636	17,957
Japan	—	63,645
Australia	—	38,435

The value of copra exported to the principal countries in 1936 and 1937 was as follows:—

	1936.	1937.
	Rs.	Rs.
United Kingdom	276,240	681,960
India	563,340	292,589
Mauritius	24,950	27,502
	<hr/>	<hr/>
	Rs. 864,530	Rs. 1,002,051

The value of essential oils exported to the principal countries for the same period was:—

	1936.	1937.
	Rs.	Rs.
United Kingdom	41,062	70,625
United States of America	251,236	252,636
France	—	23,591
Holland	—	4,519
India	—	352
	<hr/>	<hr/>
	Rs. 292,298	Rs. 351,723

The quantity and value of guano exported for the same period was:—

	1936.		1937.	
	<i>Quantity.</i>	<i>Value.</i>	<i>Quantity.</i>	<i>Value.</i>
	<i>Tons.</i>	Rs.	<i>Tons.</i>	Rs.
United Kingdom	2,050	41,000	2,900	29,000
Kenya	275	2,750	384	3,840
Mauritius	1,307	13,070	1,610	16,100
New Zealand	20,310	314,650	4,400	52,800
French Possessions	—	—	300	3,500
	<hr/>	<hr/>	<hr/>	<hr/>
Totals	23,942	371,470	9,594	105,240

The value of piece-goods imported from the principal countries was as follows:—

		<i>United Kingdom.</i>	<i>India.</i>	<i>Japan.</i>	<i>France.</i>	<i>Hong Kong.</i>	<i>Russia.</i>	<i>Total.</i>
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1936	...	37,908	71,512	20,196	—	—	348	129,964
1937	...	35,845	76,839	22,152	180	4,180	—	139,196

General Course of Prices.

The price of imported articles has continued at the level of the previous year while the price of exported produce has shown an appreciable rise.

Copra was sold throughout the year at prices ranging from Rs.125 to Rs.267 per ton as compared with Rs.145 to Rs.223 per ton during the year 1936.

The price of essential oil (cinnamon leaf) fluctuated from Rs.3.50 per litre to Rs.5.25 per litre during the year. Caret (tortoise-shell) was sold throughout the year at prices ranging from Rs.10 to Rs.14 a kilo. Essential oil distillation has increased during recent years, but is now very seriously affected by other competing products, as is the case with copra, the principal industry.

Over two-fifths of the imports into the Colony came from the United Kingdom (Rs.452,607). India supplied 2,586 tons of rice (Rs.242,947).

Tourist Traffic.

Hotels and seaside bungalows exist for the accommodation of an increasing influx of tourists from the East African Colonies, South Africa, and India.

VIII.—LABOUR.

The Colony is without a Labour Department, but a Factories Board was set up late in the year for the supervision of all factories and machinery as defined in the Factories Board Ordinance No. 15 of 1937. The Board, which consists of the Legal Adviser, the Director of Agriculture, the Director of Education, the Superintendent of Public Works and District Medical Officers, has been vested with powers of inspection and enquiry with regard to hours of work, housing, health, food, recruitment for service in the outlying islands, transport, repatriation, and the terms of contracts between masters and servants of certain classes of workers, and stands for a permanent committee of officers which should ensure that the welfare

girls); the average attendance was 387 or 76·63 per cent. The Churches receive an annual Government grant of Rs.22,214. The schools are required to conform to a programme of studies approved by the Governing Body of Education. Periodical inspections are made by a Government Inspector. A Marist Brothers College, known as the St. Louis College, gives both primary and secondary education up to the standard required for the University of London Matriculation Examination. The number of pupils in 1937 was 231. St. Joseph's Convent School afforded education to 119 girls (and 15 small boys) up to the School Certificate Examination of Cambridge University. At both institutions, moderate fees are charged which do not, however, cover expenses.

There is no public system of accident, sickness or old age insurance. Pauper relief is afforded by the Government in the form of small monthly allowances such as the necessities of each case require and by the reception in an Institute, known as the Fiennes Institute, of those unable to care for themselves. The total cost to the Government for poor relief during the year under review was Rs.19,755.

An association for the relief of the sick and poor, called "The Fellowship of Service," was started during the year. The association, which obtains funds by way of monthly subscriptions and small donations and a small annual grant from Public Funds, has done excellent work in the Colony. It has now obtained a Charter of Incorporation from Government.

Another organization which is doing valuable work is "The Seychelles Home Industries," which is run by a committee of voluntary helpers. The aim of the organization is to afford facilities, at a well-known centre, for the sale of articles of home manufacture, such as tortoiseshell work, hats, sticks, needle-work, island curios, etc., on behalf of numerous small producers, who have hitherto found it difficult to dispose of their wares for lack of a central depot.

The St. Louis College has a good brass band.

Association football is played all the year round, and cricket is played every Saturday afternoon by two local teams.

Tennis is also a popular game.

A Philharmonic Society and an amateur Dramatic Society exist. Dances and concerts are given by these.

The visit of a warship, twice or oftener a year, from the East Indies Station is an event always looked forward to.

XI.—COMMUNICATIONS AND TRANSPORT.

Until recently, the transport of produce was by sea, as it still is to some extent. This was a considerable handicap to planters affected, who might, at certain seasons of the year, have to

wait two or three months for a safe passage. Motor roads have been constructed, much to the satisfaction of outside planters. A programme to complete the roads of the main island was commenced during 1935 from a grant from the Colonial Development Fund of £30,000, half of which is a free grant and half a loan free of interest for the present.

There are no railways and no telephones. Small sailing and auxiliary coasters provide transport for the adjacent islands and large sailing and auxiliary ships ply to the outlying islands. A large Government motor-launch, the *Alouette*, serves mainly as a bi-weekly ferry for passengers from Mahe to Praslin and La Digue.

Communication with the outer world is maintained by the British India Steam Navigation Company's mail steamers, which call at Port Victoria once every four weeks *en route* from Bombay to Mombasa and East African ports, and once every eight weeks on their return voyage from Mombasa to Bombay.

Steamers of the Royal Dutch Mail Line call at Mahe once every four weeks *en route* from Mombasa to Singapore, Hong Kong and Batavia.

Steamers of the Scandinavian East African Line call at Mahe approximately every two months on their way from Madagascar ports to Europe.

The above-mentioned are the regular callers, whilst others (steamers and sailing ships) call at Mahe occasionally for various ports.

A low-power wireless station which was attached to the Postal Department was transferred to Cable and Wireless, Limited, in December, 1934. Its range is approximately 400 miles and it is mainly useful for communication with vessels calling at Port Victoria although, owing to its geographical position with respect to certain sea routes, an increasing number of vessels passing within range signal the station and frequently make use of it for traffic.

Mail and Postal Service.

The revenue of the Postal Department amounted to Rs.191,705 and the expenditure to Rs.25,411. Sales of the special issue of Postage Stamps in commemoration of the Coronation of Their Majesties the King and Queen accounted for Rs.186,696.01 of the total revenue earned by the Department during the year.

The mail service during the year was fairly good and mails were despatched on 34 occasions. The regular mail service is performed by the British India Steam Navigation Company's steamers which call on their voyage from Bombay to Mombasa once every four weeks and on their return journey once every eight weeks. This service has been supplemented by the steamers of the Royal Dutch Mail Line which call once every four weeks

en route from Mombasa to Singapore, Hong Kong and Batavia. Mails are also despatched by various cargo steamers which call at irregular intervals.

In 1937 the Post Office continued to despatch air mails to Europe, the near East, and those African territories on the London—Cape Town air route. The transit of mails to Europe by air via Karachi and Nairobi takes approximately 14 days and 12 days respectively, as compared with 21 days and 25 days approximately for mails by steamer alone via Bombay and Mombasa.

Parcels from Europe are received via Bombay, but parcels from Seychelles are despatched via Bombay or Mombasa.

Cable Services.

Cable and Wireless, Limited, maintains a station at Victoria and gives a very satisfactory service. Seychelles is an important cable junction, there being cables to Zanzibar, Mauritius, Aden and Colombo.

XII.—PUBLIC WORKS.

The public works are under the control of a Superintendent of Public Works and Surveys, assisted by a small staff. The night-soil service of the town and the scavengery work are done by contract. The construction of new roads and the maintenance and repair of public buildings and roads constituted the principal activities of the Department during the year.

XIII.—JUSTICE, POLICE, AND PRISONS.

Justice.

System of Law.—The law in civil matters is contained in the French Civil Code, Code of Commerce, and Code of Civil Procedure as they existed in 1810 and as amended by local Ordinances.

The Penal Code is mainly based on the French Penal Code but with considerable importations from English law and the Indian Penal Code.

Courts.—The Supreme Court of Seychelles has full jurisdiction in all civil and criminal matters save capital offences.

The Court of Assize has jurisdiction to try capital offences.

Both Courts are presided over by the Chief Justice. In the Court of Assize he is assisted by eight Assessors.

A Justice of the Peace is appointed for all Central and North Mahe District, another for the district of South Mahe and another for the islands of Praslin and La Digue. They exercise a limited jurisdiction and the maximum punishment is a fine of Rs.100 and one month's imprisonment.

When occasion offers the outlying islands are visited by an official appointed as Magistrate with the general powers of a Justice of the Peace.

An appeal lies from the inferior courts to the Supreme Court of the Colony.

In certain circumstances appeals lie, and points of law may be referred, to the Supreme Court of Mauritius.

Police.

The establishment of the Police Force consisted in 1937 of:— One Superintendent, a Sergeant-Major, three Sergeants, nine Corporals, and seventy-four Constables.

There were nine Police stations in Mahe, two in Praslin, and one at La Digue.

Criminal Statistics for 1937:—

	<i>Proceeded against.</i>	<i>Total Numbers.</i>		
		<i>Convicted.</i>	<i>Fined.</i>	<i>Imprisoned.</i>
Supreme Court ...	597	459	382	58
Summary Courts...	1,299	978	846	82

Twenty-five male juveniles under the age of 16 were sentenced to corporal punishment, and in seven cases were fined or bound over. No corporal punishment can be inflicted on persons over 16 years of age.

Punishments.—Fines can be paid by instalments and time given for paying them. Time to pay is always given to first offenders.

It is not possible to maintain a reformatory for juvenile offenders. They are only sent to prison in exceptional cases. There is no developed probation system, but suitable cases are bound over for three years to be of good behaviour and to come up for judgment if called on.

Prisons.

The prison is situated in the town of Victoria. Its accommodation is ample. The sexes are separated.

Male prisoners are employed on making coconut fibre, stone-breaking, and on extra-mural work in maintaining Government properties, etc.

Female prisoners are employed on laundry and sewing work. The health of the prisoners was excellent.

In 1937, the daily average number in prison amounted to 33 men and 4 women.

XIV.—LEGISLATION.

Social Legislation.—The population is almost entirely agricultural and there is no workmen's compensation legislation. Employers must provide medical and hospital treatment for workmen living on their property.

The Poor Relief Ordinance (No. 29 of 1919) provides for the provision of out-relief and also for the management of the Fiennes Institute, the Public Assistance Institute for the aged and infirm.

Important Ordinances passed in 1937:—

- No. 1.—An Ordinance to establish and to regulate the Management and Control of an Agricultural Bank for the Colony of Seychelles.
- No. 2.—An Ordinance to provide for the Grading and Inspection of Produce to be exported from the Colony.
- No. 3.—An Ordinance to make provision for the Defence of Poor Prisoners.
- No. 15.—An Ordinance relating to the Supervision of Factories and Machinery.
- No. 16.—An Ordinance to amend the Outlying Islands Labour Ordinance, 1932 (Ordinance No. 5 of 1909).
- No. 22.—An Ordinance to regulate the Cultivation of Sugar Cane and the Manufacture and Sale of Bacca.

XV.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

Banking.

There are no banks in the Colony with the exception of a Government Savings Bank. The amount of deposit at the Treasury Savings Bank at the end of the year was Rs.373,523, an increase of Rs.106,257 on the previous year. In order to facilitate trade, the Treasury purchase and sell Drafts and undertake the collection of documentary Bills, etc., for London and foreign banks. The proceeds are remitted through the Crown Agents for the Colonies in London.

Currency.

The monetary unit in Seychelles is the Indian silver rupee of 100 cents. The following fractions of the rupee are in circulation:—silver 50-cent pieces and 25-cent pieces. Mauritius silver coins of 20 and 10 cents, and bronze coins of 5 and 2 cents, and 1 cent are also in circulation. Mauritius notes have been withdrawn from circulation and replaced by currency notes issued by the Government of Seychelles which are of the following values:—Rs.50, Rs.10, Rs.5, Re.1, and one-half rupee. The Seychelles currency notes in circulation on 31st December, 1937, amounted to Rs.407,976 secured by investments and cash in hand in terms of law.

Weights and Measures.

The metric system is in general use but there are some old French measures which are also used, such as:—

(1) *L'aune*, a measure for retailing cloth, etc., of 46.9 inches = 1.20 metres.

(2) *L'arpent* = 5,048 square yards or 0.42 hectare, for measuring land.

(3) *La gaulette*, employed on estates as a measure of task work in the fields = 10 French feet.

(4) *Le tierçon*, a small barrel, a measure of capacity generally imported from Mauritius, containing rum, about 190 litres.

(5) *Le velt*, a measure of capacity for coconut oil = 7.57 litres.

(6) *The cord*, used for stacking firewood, 4 ft. × 4 ft. × 8 ft. = 128 French cubic feet.

XVI.—PUBLIC FINANCE AND TAXATION.**Revenue and Expenditure.**

The revenue for the year amounted to Rs.1,008,872 and the expenditure to Rs.903,901.

The following statement shows the revenue for each of the last five years:—

					Rs.
1933	...	...	...	...	592,043
1934	...	...	...	...	795,766
1935	...	...	...	...	728,173*
1936	...	...	...	...	801,878†
1937	...	...	...	...	1,008,872‡

The following statement shows the expenditure for each of the last five years:—

				Ordinary. Rs.	From Surplus Funds. Rs.
1933	...	...	...	654,500	4,049
1934	...	...	...	679,255	—
1935	...	...	...	675,058	(Rs.36,046 from C.D.F.)
1936	...	...	...	706,430	(Rs.106,306 from C.D.F.)
1937	...	...	...	903,901	(Rs.91,406 from C.D.F.)

Customs brought in the greater part of the revenue, i.e., Rs.378,955.

* (Includes a sum of Rs.166,182 transferred from the Guano Royalty Fund.)

† (Includes a sum of Rs.106,306 received from the Colonial Development Fund.)

‡ (Includes a sum of Rs.91,406 received from the Colonial Development Fund.)

The following table shows the proportion of receipts over a period of five years:—

		<i>Customs.</i>	<i>Taxes.</i>	<i>Other</i>	<i>Total.</i>
		<i>Rs.</i>	<i>Rs.</i>	<i>Sources.</i>	<i>Rs.</i>
		<i>Rs.</i>	<i>Rs.</i>	<i>Rs.</i>	<i>Rs.</i>
1933	...	267,678	150,686	173,679	592,043
1934	...	274,037	150,498	371,231	795,766
1935	...	289,080	149,853	289,235	728,173
1936	...	360,082	146,248	295,548*	801,878*
1937	...	378,995	183,613	446,264†	1,008,872†

Public Debt.

The Colony has no Public Debt.

Assets and Liabilities.

The excess of assets over liabilities on 1st January, 1937, was Rs.586,768. On the 31st December, 1937, the amount had increased to Rs.691,739.

Taxation.

The following are the main heads of taxation:—

Customs Tariff.—An Ordinance was passed in July, 1932, granting a minimum preference of 10 per cent. in respect of goods of Empire origin, the *ad valorem* duty on which is 15 per cent.

A specific duty on food-stuffs, spirits, kerosene, paraffin, crude oil, petrol, benzine, and other motor spirits. A Poor Tax of 1 per cent. of a rupee per degree alcohol is levied on spirits. The above tariff, excepting wines, paraffin, kerosene, petrol and other motor spirits, is subject to a surtax of 10 per cent.

Export Duty.—A duty of Re.1·00 per ton of guano, mangrove bark and prepared fertilizers; Re.1·00 per hectolitre of whale oil; Rs.2·00 per ton of cinnamon bark.

Details of *Stamp Duties, Court Fees, etc.*, are set out in detail in the Blue Book for the year.

A *Rural House Tax* of $\frac{5}{8}$ per cent. is imposed with certain exceptions on the value of every rural house, exclusive of the value of the land on which such house is erected, provided that the minimum tax on any rural house shall be one rupee whenever the value of such house is less than one hundred rupees. There is also a *Town Property Tax* of $\frac{5}{8}$ per cent. on the value of all immovable property situated within the limits of the town of Victoria.

* Includes a sum of Rs.106,306 received from the Colonial Development Fund.

† Includes a sum of Rs 91,406 received from the Colonial Development Fund.

Income Tax.—This was payable during 1937 at the following rates:—

When the income is less than Rs.1,000, the rate shall be one per cent. on the amount subject to a minimum tax of two rupees.

When the income amounts to Rs.1,000 or more, the following rates shall be charged:—

2 per cent.	on the first	Rs.1,000.		
3	"	"	excess over	Rs.1,000 up to Rs.3,000.
5	"	"	"	Rs.3,000 " Rs.8,000.
7½	"	"	"	Rs.8,000 " Rs.15,000.
10	"	"	"	Rs.15,000 " Rs.25,000.
15	"	"	"	Rs.25,000.

Company income tax is as follows:—

5 per cent.	on the 1st	Rs.5,000.		
10	"	"	excess over	Rs.5,000 up to Rs.10,000.
15	"	"	"	Rs.10,000.

XVII.—GENERAL.

There has been an appreciable rise in the price of copra the main product of the Colony, and in the price of cinnamon leaf oil and guano, the exports of which rank second and third respectively in order of value. Most planters' estates are mortgaged and, owing to the comparatively low price of their products in recent years the planters are experiencing difficulties in meeting their obligations. The establishment of an Agricultural Bank in the early part of the year has, however, improved the position of agriculturists considerably, as they can now obtain long-term loans on comparatively easy terms, and the rise in the price of copra has helped to ameliorate the position.

Towards the decline of the year, the market value of copra unfortunately took a downward trend whilst the position of cinnamon leaf oil became more than ever precarious.

Labourers wages have been reduced but on the whole, for those willing to work, employment has been available. Planters generally have allowed and encouraged their labourers to grow crops themselves, such as sweet potatoes, manioc, etc., which, together with rice (imported) and fish (which are abundant) form their staple diet. The trade figures given above indicate the extent to which the value of the trade of the Colony has declined. A beneficial effect of the recent depression has been to impress on the planters the necessity for better and more intensive cultivation, to which many are applying themselves with advice and guidance from the Agricultural Department.

The most important event of the year under review was the Coronation of Their Majesties King George the Sixth and Queen Elizabeth in Westminster Abbey on the 12th May, at which

representatives of the Colonial Empire attended for the first time in the history of the Commonwealth. Seychelles was represented by Mr. W. F. Stephens, Unofficial Member of the Executive and Legislative Councils of the Colony, who received the Honour of a Commander of the Most Excellent Order of the British Empire on the occasion.

Extensive celebrations of the Coronation were held throughout the Colony.

A permanent memorial of the Coronation, in the form of additional playing grounds for the growing generation in the capital town of Victoria, was approved soon after the termination of the local celebrations. Work on the memorial, which, by gracious permission of His Majesty, will be called "The King George VI Memorial Field," was begun early this year.

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The Annual Blue Book and the Annual Reports of the several
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Office, or from the Crown Agents in London, at various prices.
The Annual Report on the Social and Economic Progress of
the People of the Colony of Seychelles is also obtainable at
the Governor's Office or, in London, from His Majesty's
Stationery Office (price varies from year to year).

* Copies may be seen in the Library of the Colonial Office.

Scale = 129 Nautical Miles to the Inch (approximate)



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CONFERENCE OF COLONIAL DIRECTORS OF AGRICULTURE, JULY, 1938

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Report of Committee

[Cmd. 4730 (1934)] 9d. (10d.)

PENSIONS TO WIDOWS AND ORPHANS OF OFFICERS IN THE COLONIAL SERVICE, AND COLONIAL PROVIDENT FUNDS

Report of Committee

[Cmd. 5219] 1s. (1s. 1d.)

Lists are issued showing schedules of Offices in the following Colonial Services with the names and brief biographical records of the holders. Each list includes the Special Regulations by the Secretary of State relating to the Service concerned :—

Colonial Administrative Service List [Colonial No. 147] 2s. 6d. (2s. 8d.)

Colonial Agricultural Service List [Colonial No. 143] 1s. 3d. (1s. 5d.)

Colonial Forest Service List [Colonial No. 122] 6d. (7d.)

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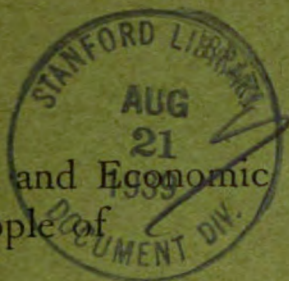
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Annual Report on the Social and Economic
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TRINIDAD AND TOBAGO.

Annual Report on the Social and Economic Progress of the People of Trinidad and Tobago, for the year 1937.

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TRINIDAD AND TOBAGO.

ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF THE COLONY OF TRINIDAD AND TOBAGO.

CHAPTER I.—GEOGRAPHY, INCLUDING CLIMATE AND HISTORY.

TRINIDAD.

The Island of Trinidad is the most southerly of the West Indian Islands and is geographically and biologically a part of South America, from which it is separated by the Gulf of Paria. The Island lies about 16 miles to the east of Venezuela between $10^{\circ} 3'$ and $10^{\circ} 50'$ North latitude and $60^{\circ} 55'$ and $61^{\circ} 56'$ West longitude. Its average length is 50 miles and average breadth 37 miles, while its total area is 1,862 square miles.

2. The climate of Trinidad is tropical and may be divided into two seasons, a dry season extending from January to May, with an average rainfall of two to three inches per month, and a rainy season extending from June to December with an average rainfall of eight inches per month. The coolest period of the year is from December to April. The average temperature during the day is 84° and during the night 74° . The climate is healthy and by no means harmful to Europeans.

3. Trinidad was discovered by Christopher Columbus who took possession of the Island on behalf of the Crown of Spain on the 31st July, 1498. The Island was visited by Sir Robert Dudley and Sir Walter Raleigh in 1595, and was included in the Earl of Montgomery's grant in 1628. In 1640 it was raided by the Dutch, and in 1677 and 1690 by the French. Towards the end of the 17th and the beginning of the 18th centuries cocoa was widely cultivated, but about 1725 a blight fell upon the plantations. Trinidad made little progress until 1783 when, in consequence of representations made to the Court of Madrid by M. Roume de St. Laurent, a French planter of Grenada, who while on a visit to the island had been struck by its fertility, a Royal cedula or proclamation was issued, by which extraordinary advantages were offered to foreigners of all nations who came to settle in Trinidad. The sole condition imposed, and that not very strictly insisted upon, was that they should profess the Roman Catholic religion. This proclamation induced a large influx of people and the population was also augmented by many French families, who were driven from St. Domingo and elsewhere by the terrible events of the French Revolution. These facts explain the preponderance of the French element in a Colony which never belonged to France. In February, 1797, Great Britain being then at war with Spain, a British expedition sailed from Martinique for Trinidad, which quickly surrendered to His Majesty's forces, the articles of capitulation being signed by Sir Ralph Abercromby, Admiral Harvey and Governor Chacon on the 18th of February, 1797. In 1802 Trinidad was finally ceded to the Crown of Great Britain by the Treaty of Amiens.

TOBAGO.

4. The Island of Tobago which lies between $11^{\circ} 8'$ and $11^{\circ} 21'$ North latitude and $60^{\circ} 30'$ and $60^{\circ} 50'$ West longitude is distant about 21 miles from the north-east point of Trinidad. It is 26 miles long and $7\frac{1}{2}$ miles wide at its greatest breadth, and has an area of 116 square miles. The climate is similar to that of Trinidad.

5. Tobago was discovered by Columbus in 1498, at which time it was inhabited by Caribs. The British flag was first planted on the Island in 1580 and Sovereignty was claimed by James I in 1608. In 1626 Charles I granted the Island to the Earl of Pembroke. It remained unoccupied until 1632 when 300 Zealanders were sent out by a Company of Dutch merchants who styled it New Walcheren. After a residence of about two and a half years these settlers were all destroyed or expelled by Caribs and Spaniards from Trinidad. In 1641 James, Duke of Courland, obtained a grant of the Island from Charles I and in 1642 two vessels arrived with a number of Courlanders who settled on the north side of the Island. These were followed in 1654 by a second Dutch Colony which established itself on the southern coast. In 1658 the Courlanders were overpowered by the Dutch who remained in possession of the whole Island until 1662, when the Dutch Company resigned their right thereto. In this year Cornelius Lampris procured letters patent from Louis XIV creating him Baron of Tobago and proprietor of the Island under the Crown of France. In 1664 the Grant of the Island to the Duke of Courland was renewed by Charles II. The Dutch refused to recognize the Duke's title, but in 1667 they were defeated by the French in Scarborough Bay, whereupon Louis XIV restored the Island to the Duke of Courland who in 1681 made over his title to a Company of London merchants. In 1684 by the Treaty of Aix-la-Chapelle, the Island was declared neutral, the subjects of all European powers being at liberty to form settlements but not to instal garrisons. By the Treaty of Paris of 1763 Tobago was ceded by France to England in perpetuity. In 1781 it was captured by the French under the Duke of Bouille and in 1783 it was surrendered by Treaty to the French Crown. In April, 1793, it was captured by a British force under Admiral Lefrey and General Cuyler, and was once more restored to the French by the Treaty of Peace in 1802, and again reconquered by Commander Hood and General Greenfield in 1803. In 1814 it was finally ceded in perpetuity to the British Crown.

6. By Order in Council under Act 50 and 51 Vict. Tobago from the 1st January, 1889, became part of the Colony of Trinidad. By a further Order in Council dated 20th October, 1898, Tobago from the 1st January, 1899, became a Ward of the united Colony of Trinidad and Tobago.

CHAPTER II.—GOVERNMENT.

The Colony is administered by a Governor with an Executive Council which at present comprises seven members. The Executive Council consists of the persons holding the offices of Colonial Secretary, Attorney-General and Treasurer and such other persons

as the Governor in pursuance of instructions from His Majesty through the Secretary of State, may from time to time appoint. The Legislative body is the Legislative Council of Trinidad and Tobago, which was reconstituted by Letters Patent and an Order in Council which came into operation on 21st August, 1924. It consists of the Governor as President, twelve officials and thirteen unofficial members. The officials are the Colonial Secretary, the Attorney-General and the Treasurer, and such other public officers not exceeding nine in number, as the Governor may nominate. The unofficial members of the Council are divided into nominated and elected, six being nominated by the Governor and seven elected. Trinidad is divided into six electoral districts, each returning one member. Tobago forms the seventh electoral district.

CHAPTER III.—POPULATION.

According to the Census taken on the 26th April, 1931, the population of the Colony amounted to 412,783 persons of whom Trinidad contained 387,425 and Tobago 25,358. In 1921, the total population was 365,913 of whom 342,523 were in Trinidad and 23,390 in Tobago. The increase for the ten years was thus 12·8 per cent.

2. The birthplaces of the population according to the 1931 Census were as follows :—

United Kingdom	....	....	....	....	1,454
Europe	....	....	....	....	437
North America	....	....	....	....	614
South America (of whom 4,244 were born in Venezuela)	....	....	....	....	5,082
China, and locally born of Chinese parentage	....	....	....	....	5,208
India	....	....	....	....	23,312
Locally born of Indian extraction	....	....	....	....	114,271
Locally born of European parentage or of African and mixed descent	....	....	....	....	216,138
Other West Indian Colonies and elsewhere	....	....	....	....	46,267
Total	....	....	....	....	412,783

3. The population on 31st December, 1937, was estimated at 456,006.

MARRIAGES.

4. The total number of marriages recorded during 1937, was 2,608, viz.: 2,340 under the Marriage Ordinance, Cap. 177 and 268 under the Muslim Marriage Ordinance. The rate per 1,000 of the total mean population was 10·38. In 1936 the marriage rate was 9·29. Included in the 2,340 marriages under the General Law of the Colony were 44 marriages *in extremis*.

BIRTHS.

5. The number of births registered during the year was 14,226 (7,250 boys and 6,976 girls). The birth rate was 31·46 per 1,000. In 1936 the birth rate was 32·93, and for the period 1933-1937 the mean rate was 31·6.

DEATHS.

6. The total number of deaths registered in 1937 was 7,848, of which 4,170 were males and 3,678 females. The death rate was 17·36 per 1,000. In 1936 the death rate was 16·28, and for the period 1933-1937 the mean rate was 17·9.

INFANTILE MORTALITY.

7. The number of children who died before completing their twelfth month was 1,714, *i.e.*, at the rate of 120 per 1,000 births. In 1936 the rate was 97 for every 1,000 births, and for the period 1933-1937 the mean rate was 115 per 1,000.

CAUSES OF DEATH.

8. The principal causes of death were :—

	1936.	1937.
Enteric Fever	118	116
Influenza	28	43
Malaria	473	509
Dysentery	84	95
Pulmonary Tuberculosis....	420	409
Syphilis	148	164
Cancer	215	197
Apoplexy and Cerebral Haemorrhage	305	213
Convulsions, Infantile	39	33
Cardiac and Valvular Diseases	481	500
Bronchitis and Broncho Pneumonia	508	664
Lobar and Pleuro Pneumonia	286	257
Diarrhoea	305	469
Ankylostomiasis	119	116
Nephritis	385	449
Disease of Puerperal State	103	100
Diseases of Early Infancy	838	947
Old Age	707	753

CHAPTER IV.—HEALTH.

The Islands of Trinidad and Tobago have a healthy and pleasant climate. People of European stock have been settled for many decades and, after several generations, still maintain mental and physical vigour. Persons of European, African and Asiatic stocks of 70 years and over are numerous.

2. The Government maintains in each district of the Colony a resident medical officer and in the more populated areas private practitioners are also established. The following hospital accommodation is provided—

Colonial Hospital, Port-of-Spain, 403 beds.

Colonial Hospital, San Fernando, 194 beds.

Colonial Hospital, Tobago, 75 beds.

District Hospitals at St. Joseph, Tacarigua, Arima, Couva, Princes Town and Cedros, 204 beds.

Small emergency hospitals are maintained at Sangre Grande, Mayaro and Toco. The Government also provides a mental hospital with accommodation for 700 persons, a House of Refuge in Trinidad with 700 beds for destitute persons of advanced age and persons suffering from incurable diseases, and a House of Refuge in Tobago for 40 inmates.

3. A sanitary organisation covers the Colony and in every district there is a local sanitary authority and a medical officer of health with sanitary staff. Oiling, filling, drainage and other temporary anti-mosquito measures are maintained in villages and other populated sections.

4. Much attention has been given to the reduction of infant mortality. Midwives are trained in the public hospitals and in the larger hospitals maternity wards have been established. A Child Welfare League takes an active part in improving the standard of infant and child care by supplying midwives and house visitors and by maintaining infant clinics and ante-natal welfare work.

5. On the 3rd July, 1936, a Standing Committee was appointed, "to co-ordinate and inspire the policy of the Government in regard to Nutrition in its relation to Public Health." The preliminary work of this Committee consisted of a survey of diets and a study of the means available for correcting deficiencies.

6. The principal diseases which prevail are hookworm, diseases of the lung, intestinal diseases, enteric fever, tuberculosis and malaria.

7. *Malaria* occurs principally in the rural areas and to a great extent consists of the more chronic and less acute types. Blacks water fever is rare. Severe malaria is mostly located in rural areas where continuous and extensive seepage occurs, and in low-lying areas flooded by natural drainage, especially those used for rice cultivation.

8. *Tuberculosis* is almost wholly of the pulmonary type and is largely confined to the towns where overcrowding is prevalent. A tuberculosis association maintains dispensaries in Port-of-Spain and San Fernando and gives general instruction in the principles of prevention and cure. Tuberculosis is a notifiable disease and persons producing massive infection are removed to special wards in the hospitals; others are treated free at dispensaries and visited at their homes by the nurses of the association.

9. *Intestinal disorders* are usually common in the tropics but in this Colony such diseases have shewn steady reduction in response to increased sanitary control of food supplied and a campaign against fly breeding. Port-of-Spain, San Fernando and several

country towns are supplied with modern fly-proof markets and abattoirs. All food offered for sale is inspected by sanitary officers and, when unwholesome, is seized and destroyed. Samples of food for chemical examination are constantly being taken. Scavenging is carried out at Port-of-Spain and San Fernando, and in most of the villages and thickly populated areas.

10. *Hookworm*. This is principally an infection of country districts and a constant campaign has been maintained against it for the past 21 years. Two units are permanently maintained, working from area to area examining all persons and treating those found infected. The drug principally used is Oil of *Chenopodium* but *Santonine*, *Thymol* and others are used when advisable. Simultaneously a sanitary campaign is conducted and many simple but effective latrines have been erected by the people concerned.

11. *Enteric Fever* has shown a notable decline during the past ten years. This disease is notifiable and cases are dealt with by isolation, disinfection of premises and inoculation of surrounding population.

12. *Paralytic Rabies*. During the year there was one localised outbreak of this disease among human beings. Four cases occurred all of whom died.

A specially trained staff is employed in locating the sleeping and digesting places of the bat (*Desmodus rufus*) which spreads this disease by its bite. 3,623 of these bats were destroyed during the year. All of these were examined bacteriologically and 99 were found to be infected. All haunts are recorded and chartered on maps, a procedure which, though entailing considerable labour, makes it possible to cut short an epidemic in its early stages.

13. Local water supplies are continually being improved, springs and lakes being cleaned and protected. The Central Water Scheme was completed towards the end of the year and purified water was supplied to large areas from this source.

CHAPTER V.—HOUSING.

1. Housing accommodation may be divided into urban and rural. The urban areas include the City of Port-of-Spain and the towns of San Fernando, Arima, Tunapuna and Princes Town. The rural areas include villages (some of the latter being considered as towns for certain purposes), estates and sparsely inhabited areas in and near the forests.

2. Rural wage earners occupy a mud or tapia hut covered with carrat or grass (timate), small two roomed or four roomed houses and ranges of rooms known as barracks built of wood or concrete. The latter are made up of 10 or 12 rooms each and are usually built on estates though many working people in the towns live in similar buildings. Efforts are being made to end the barracks system with its physical and moral ill effects. New housing conditions, for labourers require buildings of the cottage type consisting of not more than two rooms or sets of rooms each.

3. Sanitary conveniences vary. In villages and towns privy cesspits are the usual form of sanitary convenience. In Port-of-Spain, where modern water and sewerage installations exist, water closets are supplied by the owners in the sewered portions of the City.

4. The proprietors of estates own all the workmen's dwellings on the estates. Landlords in towns and villages are usually business men, owners of shops or capitalists who invest money in housing. An increasing number of wage earners live in houses of their own erected on rented lands or less frequently on lots of land owned by themselves.

5. The enactment of the Public Health (Streets and Buildings) Regulations, 1935, has permitted a greater measure of control of house construction. This control, which is effected by the various Local Health Authorities, extends also to the width and alignment of streets and limits the density of population in prescribed areas.

6. The Slum Clearance Ordinance gives the Council of the City of Port-of-Spain powers to declare slum clearance areas and to prepare and carry out improvement schemes.

In the meantime the Corporation completed 100 workers cottages on their lands at Gonzales Place for the accommodation of the present occupants of the proposed slum clearance areas. These cottages cost \$66,671.54, each one consisting of two rooms, with a back gallery, kitchen, bath and privy cesspit; the rentals are not to exceed \$4.00 per month.

7. No Societies exist for the erection of cheap dwellings for the poorer wage earner. The Building and Loan Association and the Trinidad Co-operative Bank advance money to clerks, mechanics and others of the artisan class for building their own homes. Some oilfield companies have provided cheap homes for their workers.

CHAPTER VI.—PRODUCTION.

The principal products of the Colony may be divided into two classes, viz.: agricultural and mineral. The former comprises cocoa, sugar, coconuts, coffee and citrus fruit and the latter petroleum and asphalt. Coal, iron, graphite and gypsum occur in small quantities and traces of gold have been found in the Northern Range but none of these minerals have proved to be of economic importance.

2. The main agricultural products of the Colony exported during 1937, compared with the previous five years and with the average for that period are given in Table I.

TABLE I.

CROP.	1932.			1933.			1934.			1935.		
	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.
		\$	c.		\$	c.		\$	c.		\$	c.
Cocoa	41,822 127	2,780,016 00	51,311 274	2,668,353 60	26,803 149	1,678,531 20	44,387 836	2,530,617 60				
Sugar	85,956	4,060,195 20	108,517	5,354,721 60	93 513	4,397,913 60	105,699	4,522,420 80				
Coconuts	51,294 708	512,572 80	68,013 345	518,443 20	65,036 934	426,350 40	32,339 783	241,987 20				
Coffee	908,492	99,945 60	339 196	35,586 80	525 115	50,856 00	1,187 867	87,792 00				
Citrus :												
Grapefruit	10,978	41,764 80	3,433	12,412 80	23,518	89,443 20	51,119	203,870 40				
" Juice	...	...	...	...	...	...	7,724	...				
Oranges	3,292,910	23,544 00	1,913,179	7,900 80	14,280	8,102 40	4,301	2,409 60				
" Juice	...	...	...	11,265 60	3,126,059	19,886 40	3,753 466	31,555 20				
	...	...	...	...	...	...	2,850	...				
	...	...	...	542 40	100	62 40	...	3,884 00				
Limes:												
(a) Raw Lime Juice	49,629	20,400 00	17,375	5,774 40	3,479	1,411 20	11,807	1,886 40				
(b) Concentrated Lime Juice	8,583	2,049 60	12,309	2,985 60	9,110	2,568 00	4,422	74,385 60				
(c) Distilled Oil	789	46,684 80	*1,889	108,360 00	2,830	116,414 40	1,914	4,324 80				
(d) Handpressed Oil	†140	14,947 20	...	...	52	3,849 60	...	...		
(e) Citrate of Lime	54,217	2,035 20	52,800	1,867 20	96,693	3,076 80	104,037	3,864 00				
(f) Green Limes...	189	696 00	2,101	11,428 80	1,429	9,556 80	565	...				
(g) Pickled Limes	...	...	13	192 00	25	374 40	...	...		

* Not distinguished from handpressed oil.

† Now distinguished from distilled oil.

‡ New industry.

TABLE I.—CONTINUED.

CROP.	1936.		1937		Average for previous 5 years.	
	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.
Cocoa	28,339,195	\$ 2,340,376	26,258,622	\$ 3,086,995	35,420,015	\$ 2,460,974 08
Sugar	142,671	6,127,583	142,747	6,115,294	118,629	5,303,586 60
Coconuts	33,299,568	324,832	57,747,999	653,134	51,287,525	432,949 36
Coffee	1,213,102	84,968	1,752,882	134,758	1,003,632	78,794 16
Citrus:						
Grapefruit	42,958	196,513	45,410	187,579	33,782	138,363 68
"	12,162	9,109	27,186	36,817	20,454	12,467 76
Oranges	3,816,749	22,823	2,786,351	17,636	3,189,512	21,633 24
"	...	...	1,748	...	...	...
"
Limes:						
(a) Raw Lime Juice	66,881	22,842	25,082	7,725	24,924	7,927 80
(b) Concentrated Lime Juice	3,521	1,542	5,780	2,361	7,028	2,268 60
(c) Distilled Oil	22,016	84,970	9,285	221,161	6,241	107,046 04
(d) Handpressed Oil	779	6,864	124	9,712	317*	6,808 53
(e) Citrate of Lime	23,716	812	203,728	11,318	96,195	4,187 60
(f) Green Limes	1,391	11,869	923½	7,641	1,282	8,876 10
(g) Pickled Limes	...	...	...	...	...	...

* Average for previous 3 years.

AGRICULTURE.

SUGAR.

The Sugar Industry has for some years now taken the place of cocoa as the leading agricultural industry of the Colony. In 1937 this position was maintained and the production of sugar amounted to 154,285 tons or approximately 400 tons short of 1936. The value of the exports of sugar, molasses and rum amounted in 1937 to £1,338,693 (\$6,425,729) or twice the value of the cocoa exports for the same period.

2. Over 20,000 cane farmers undertook the cultivation of cane for supply to the Factories and sold 629,881 tons as compared with 594,176 tons in 1936. At a basic price of 11/- (\$2.64) per ton, the cane farmers received £346,434 (\$1,662,883) compared with £326,796 (\$1,568,624) in the previous year.

3. In May the Governor was informed that the International Conference convened by His Majesty's Government had come to an Agreement for rationalisation of the exports of sugar. Quotas were determined for all exporting countries, and the allocation for Trinidad was 138,000 tons. The Sugar Quotas Ordinance was passed in August and the Cane Farming Control Ordinance in September to give effect to the Agreement in as far as this Colony is concerned.

COCOA.

4. During the year under review, 26,258,622 lbs. of cocoa were exported as compared with 28,339,622 lbs. in 1936, and the value was £643,123 (\$3,086,995) as against £487,578 (\$2,340,376). Prices ranged from \$11.75 to \$15.14 per fanega of 110 lbs. in the crop period January to May. The return to prices of this level after a long period of depressed world values for cacao gave new hope and encouragement to cocoa proprietors, and it is to be regretted that towards the end of the year the value fell to \$6.85 per fanega.

5. Witchbroom disease continued to take a heavy toll of the crop, although, owing to a shortage of rain, the incidence was not as heavy as in the previous year.

6. Some measure of progress can be reported in the search for strains of cocoa resistant to Witchbroom: under the Scheme for which funds have been provided jointly by this Government and the Advisory Committee of the Colonial Development Fund. The Cocoa Agronomist visited Ecuador in the middle of the year and left for Brazil and Peru in November. A report on the Agronomist's visit to Ecuador was published as Council Paper No. 115. During his visit to that country he collected planting material of various strains of cocoa that is now being grown in Barbados under quarantine as a precautionary measure.

COCONUTS.

7. Converted into terms of nuts, exports of copra, coconuts and coconut oil amounted to 57,747,999 nuts as against 33,299,568 nuts in 1936. The value in the two years was, respectively, £136,039 (\$653,134) and £67,670 (\$324,832). The Bonus distributed under the agreement with the oil factories was no more than £2,094, due to the fact that the price of copra was over \$3.00 for the greater part of the year.

Coconut Growers' Association.

8. This Association started business on the 1st May, 1936, and now controls nearly 50 per cent. of the coconut production in Trinidad and Tobago. At the end of 1937 the membership was 78. The factory being erected was expected to start operations early in 1938.

Chairman—Hon. E. V. Wharton. Secretary—L. H. S. Scott.

MINOR CROPS.

Lime Oil.

9. Lime Oil values rose to £48,098 (\$230,870) in 1937 from £19,132 (\$91,384) in 1936.

Lime Juice.

10. In 1937 exports of lime juice amounted to 30,862 gallons valued at £2,100 (\$10,080), of which 25,082 gallons valued £1,609 (\$7,723) were raw juice and 5,780 gallons valued at £491 (\$2,361) were concentrated.

Green Limes.

11. The export of green limes was 9,231 barrels valued at £1,592 (\$7,642) as compared with 1,391 barrels valued at £2,472 (\$11,869) in 1936.

Coffee.

12. There are practically no coffee plantations in the Colony. The two popular types are "Robusta" and "Arabica", and they are used for filling in blank spaces in Cocoa plantations. Coffee values rose from £17,702 (\$84,969) to £28,074 (\$134,758).

Tonca Beans.

13. Tonca beans values fell from £31,002 (\$148,811) in 1936 to £21,593 (\$103,651) in 1937.

Grapefruit and Oranges.

14. A census made at the end of 1936 showed that the area under grapefruit cultivation is approximately 2,800 acres of which 2,600 are of the Marsh seedless variety. Grapefruit exports showed a small increase in quantity from 42,958 cases in 1936 to 45,771 cases in 1937, valued at £39,078 (\$187,579).

15. The number of oranges exported was 3,116,970 compared with 3,816,749 during the preceding year.

16. Before the 1936-37 season the Canning Plant of the Co-operative Citrus Growers' Association was further extended and 25,000 boxes of fruit were used in the Canning Plant to can approximately 600,000 cans of Juice and Hearts. A ready market was found for these products, the greater portion of the Juice being shipped to Canada and Juice and Hearts being shipped to other West Indian Islands, England and New Zealand.

Bananas.

17. The Contract with the Canadian Banana Company has been renewed for a further period of five years (from April, 1939 to April, 1944) after the expiration of the existing contract.

18. From the 10th May, 1937, the price paid to banana growers was increased as follows :—

9 hands and over from 50c. to 54c. or 4c. per bunch.

8 hands and over from 37½c. to 40½c. or 3c. per bunch.

19. Regular fortnightly shipments were continued under the agreement, and a total of 157,740 bunches valued at £16,027 (\$76,930) were exported during 1937 compared with 159,076 bunches valued at £14,797 (\$71,030) in 1936.

AGRICULTURAL CO-OPERATION.

20. At the end of 1937, the co-operative societies in operation consisted of 52 Agricultural Credit Societies (39 in Trinidad and 13 in Tobago), a Lime Factory, 5 Cocoa Fermentaries, and a Producers' Association in Tobago ; and a Citrus Growers' Association and a Coconut Growers' Association.

LIVESTOCK.

21. The Government maintains a Stock Farm in Trinidad in order to supply milk to Public Institutions and to improve the livestock generally in the Colony. With cattle the main line of work is the evolution of a high grade Friesian-Zebu cross which combines the hardiness of the Zebu with the productive qualities of the high yielding Friesian.

22. Thoroughbred stallions, Jack donkey stallions and pure bred bulls stand for service at the Farm and at various centres in the Colony. Pure bred pigs (Large Black and Berkshire), dairy (Saane ns and British Alpines) and mutton goats (Indian Lop-eared), poultry (White Leghorns, Barred Plymouth Rocks and Rhode Island Reds) and Black Head Persian sheep are bred at the Farm and are offered for sale, by public auction, with cattle and horsekind every year.

23. The Animal Husbandry Committee of the Agricultural Society, at the request of Government, submitted early in the year a report on livestock in the Colony with recommendations for the encouragement of this industry in general, and especially among the peasantry. These included (1) itinerant breeding units from the Government Stock Farm ; (2) the appointment of a livestock officer. The Department of Agriculture put into effect during the

year the travelling breeding unit system, and eight districts were served by stud animals belonging to two units, with encouraging results. On the recommendation of the Nutrition Committee, the stud fees were reduced and funds were provided in the estimates for the importation of 4 dairy bulls from Canada and 4 dairy buck goats from England. It has also been decided to purchase six more dairy bulls and buck goats in 1938 to replace scrub animals in outlying districts.

24. The Water Buffalo has now replaced Zebu cattle as the working animal on the large sugar estates, and through the Department of Agriculture, 8 bulls and 7 cows and heifers of the Murrah Breed (Delhi Ram's Horn) were imported into the Colony early in the year from India for the improvement of the existing stock. The 2 cows belonging to the Farm calved bulls and these were sold at the Annual Sale—one to Tobago and the other to a large sugar company. The 2 bulls from the Farm have been hired for service—one to a cane farmer and the other to a sugar estate.

25. The resident Veterinary Surgeon in Tobago has been instructed to pay special attention to livestock improvement in the Island-Ward, and the number of stud animals in Tobago has been increased during the year by the following additions from the Trinidad Farm:—

- 1 Jack Donkey.
- 2 Sussex Bulls (Beef Breed).
- 1 Zebu Bull.
- 3 British Alpine Bucks.
- 1 Black head Persian Ram.
- 2 Large Black Boars.

26. The Livestock Exhibition held at the end of the year at the race Stand and Paddock on the Queen's Park Savannah proved very successful, the total number of entries exceeding those of 1936. The dairy cattle section deserve special mention.

VETERINARY.

27. Paralytic Rabies was again responsible for a number of deaths in livestock, but the number of cases was the lowest since the serious outbreak in 1929—57 as compared with 217 in 1936, and 340 in 1935. Control measures, which consist of the vaccination of animals and the destruction of bats have given satisfactory results.

28. The incidence of Anthrax has dropped ; only one sporadic case occurred in Tobago during the year.

GENERAL.

29. In 1936 the total value of the agricultural exports of the Colony exceeded the £2,000,000 mark for the first time in the six years following the world wide trade depression that started in 1930. In 1937 the position improved further, and, the total exports were valued at £2,328,565, or £262,322 more than in 1936.

FORESTRY.

26. The area under forest at the end of 1937 was 555,734 acres, of which 295,052 acres constituted proclaimed, sanctioned, and proposed Forest Reserves, the remainder being Crown Lands.

The total amount of timber produced for consumption from Crown Lands and Forest Reserves amounted to 2,830,808 cubic feet, of which 641,485 cubic feet were for timber, the remainder being corduroy and firewood. The Deep Water Wharfage Contract utilised 23,734 cubic feet of native timber valued at approximately \$11,696.

The normal planting programme was continued and 228 acres of new plantations were made. Of this area 128 acres were planted with teak and 100 acres with indigenous species.

There are now approximately 1,500 acres of teak plantations of ages ranging from 1 to 24 years. With the exception of small areas on unfavourable sites, these plantations present a healthy and flourishing appearance with a most satisfactory rate of growth, and a future asset of great value to the Colony is being steadily built up.

The clearing of forest areas for the exploitation of petroleum is subject to strict limitations which ensure the reservation of their indirect value to the community.

FISHERIES.

27. Nearly all the game fish of the Colony are also good food fish. There is a large demand for the latter which is amply met either from daily catches or from supplies of deep-sea fish kept in cold storage.

The principal varieties of fish found in the waters of the Colony are:—Mackerel, Carangue (*Carangidae*), Ancho (*Pomatomidae*), Dolphin (*Coryphaenidae*), Barracouta (*Sphyraena barracuda*), Sail-fish (*Istiophoridae*) Snappers, Red-fish and Pargs (*Lutjanidae*), Grunts (*Haemulidae*), Salmon (*Otolithidae*), Grouper (*Serranidae*), Tarpon, (*Elopidae*), Shark and Saw-fish.

The methods used for catching are principally (a) trolling, (b) deep-sea fishing (known locally as "banking") and (c) seines, fish-pots and nets.

MANUFACTURES.

28. Apart from the agricultural and mineral industries and products, there are a number of manufacturing concerns and industrial pursuits in the Colony. They include an electric undertaking, Angostura bitters, rum distilleries, edible oil and lard, ice, cigarettes, matches, biscuits, aerated waters, carbonic

acid gas, oxygen and acetylene, concrete floor tiles and building blocks, furniture, shirts and pyjamas, boots and shoes, tanneries, laundries, soap, limestone products, printeries, photographic finishers, motor repair garages, &c.

With the exception of the agricultural and mineral products and Angostura bitters, the articles manufactured are intended chiefly for local consumption and usage. They compare favourably with imported articles and find a ready market in the Colony.

PETROLEUM.

29. In the year 1856 a company operating at La Brea in the vicinity of the Pitch Lake (*see* para. 33), refined local asphalt for lamp and lubricating oils. In 1867 the first well was drilled for oil at Aripiero and from that year to 1908 attempts followed with varying success. In 1908 the New Trinidad Lake Asphalt Company drilled one of the first big wells, and in 1911 this Company exported the first steamship cargo of oil from the Island.

30. Practically all the Petroleum produced in Trinidad has been obtained from strata of Tertiary age. The Island is separated into two geological provinces by an east to west fault running from near Matura in the east to Port-of-Spain in the west. This fault divides the Metamorphic area of the Northern Range from the covering of Tertiary sediments to the south. The chief features of the Tertiary structure are: A synclinal basin between the Central and Northern Mountain Ranges; an anticlinal uplift along the south side of the Central range striking in an ENE-WSW direction from Pointe-a-Pierre to the Nariva Swamp and an undulating basin area between San Fernando Mayaro Point, Guayaguayare Bay and Icacos Point with an east-west strike containing several zones of anticlinal and synclinal foldings. These numerous local folds are important in the concentration of petroleum, and it is upon this latter area that the majority of the producing fields are situated. The average specific gravity of the crude oil from the different fields varies from 0.9553 to 0.8015.

31. The production of petroleum is almost entirely in the hands of large companies, and at the end of 1937 there were 19 companies actively engaged in the exploitation of oil. These Companies hold some 417,483 acres of Crown Lands under licences and leases of which approximately 176,753 acres are held under mining lease. In addition appreciable areas of private lands are held. Up to 30th January, 1902, oil rights were not reserved by the Government when disposing of Crown land, but after that date all Crown Grants reserved the oil rights to the Crown. There are, consequently three categories of oil lands, viz.: lands disposed of prior to 1902 in which the oil rights are vested in the surface owner, lands sold since that date in which the oil rights are reserved to the Crown, and lands where both the surface and the underlying oil remain the property of the Crown.

32. The Oil Companies operating in the Colony are set out in Table II.

TABLE II.

Company.	Nature of tenure of Land.	Situation.
1. Acme Oil Co., Ltd.	Private Lands	Guapo.
2. Antilles Petroleum Co. (Trinidad) Ltd.	Crown and Private Lands	Brighton, Vessigny and Point Ligoure.
3. Apex (Trinidad) Oilfields, Ltd.	Crown Lands and Private Lands	Fyzabad and Siparia.
4. Coldan Company, Ltd.	Private Lands	San Francique.
5. Kern Trinidad Oilfields, Ltd.	Crown Lands and Private Lands	La Brea, Guapo and Rousillac.
6. New Dome Oilfields, Ltd.	Private Lands	Fyzabad.
7. Petroleum Options (1935) Ltd.	Private Lands	San Francique and Moruga.
8. Premier (Trinidad) Oilfields, Ltd.	Crown Lands	Palo Seco.
9. Samuel F. Reaves	Private Lands	Guapo.
10. Scottish Trinidad Oilfields	Private	Rio Claro.
11. Siparia Trinidad Oilfields, Ltd.	Crown Lands	Palo Seco, Morne Diablo.
12. Trinidad Leaseholds, Ltd.	Crown Lands	Fyzabad, Barrackpore and Guayaguayare.
	Private Lands	Fyzabad and Barrackpore.
13. Trinidad Central Oilfields, Ltd.	Crown Lands	Tabaquite, Guapo, Lizard Springs and Barrackpore.
14. Trinidad Petroleum Development Co., Ltd.	Crown Lands	Palo Seco and Siparia.
	Private Lands	Palo Seco and Naparima.
15. Trinidad Oil Fields Operating Co., Ltd.	Crown Lands	San Francique.
	Private Lands	Fyzabad, San Francique and Palo Seco.
16. Trinidad Investments, Ltd.	Crown and Private Lands	Fyzabad.
17. Trinidad Consolidated Oilfields, Ltd.	Crown and Private Lands	Fyzabad.
18. Trinidad Oil Lands, Ltd.	Private Lands	Point Ligoure.
19. Turner-Charles	Private Lands	Fyzabad.
20. United British Oilfields of Trinidad, Ltd.	Crown Lands	Morne L'Enfer Forest Reserves, Cedros and Penal.
	Private Lands	Point Fortin.
Companies operating Refineries.		Situation of Refinery.
Coldan Company, Ltd.		San Francique.
Kern Trinidad Oilfields, Ltd.		Guapo.
Trinidad Leaseholds, Ltd.		Pointe-a-Pierre.
Trinidad Central Oilfields, Ltd.		Tabaquite.
Trinidad Oil Fields Operating Co., Ltd.		La Brea.
Trinidad Lake Asphalt Operating Co., Ltd.		Brighton.
United British Oilfields of Trinidad, Ltd.		Point Fortin.

33. Statistics shewing the progress of the Oil Industry during the past five years are given in Table III.

TABLE III.

Years.	Total number of wells drilled.		Total footage drilled.				Total Production (barrels).			Royalty on oil won from Crown Lands.	Exports of Crude Oil and products (barrels).	Value of Exports of Crude Oil and products.	Percentage of Exports of Crude Oil and products total to Domestic Exports.
	Crown	Pri- vate.	Total.	Crown.	Private.	Total.	Crown.	Private.	Total.				
1933	1,255	728	1,983	173,496	62,206	235,702	5,290,743	4,270,610	9,561,353	430,022.40	8,909,298	10,819,464 00	52.1
1934	1,339	767	2,106	256,455	95,328	351,783	6,391,544	4,502,819	10,894,363	416,928.00	9,981,774	14,056,128 00	63.2
1935	1,440	805	2,245	328,510	107,789	436,299	7,544,427	4,126,720	11,671,147	505,276.80	10,993,540	13,321,708 80	58.5
1936	1,538	878	2,416	381,358	213,171	594,529	8,182,018	5,055,012	13,237,030	617,884.86	12,405,222	15,910,638 00	59.07
1937	1,676	1,029	2,705	508,197	403,378	911,575	9,743,292	5,759,697	15,502,989	720,857.06	14,124,056	18,896,422 00	59.93

ASPHALT.

34. The Pitch Lake situated in the Ward of La Brea comprises an area of 109 acres. It is leased to the Trinidad Lake Asphalt Limited for 21 years dating from the 1st February, 1930, on payment of the following Royalties and Export Duties :

For each ton of crude pitch or asphaltum a Royalty of 60 cents and an export duty of \$1.20.

For each ton of dried pitch or asphaltum a Royalty of 84 cents and an export duty of \$1.66.

35. The following is a comparative statement of the operations of the Asphalt Industry during the last five years :—

Years.	Production.	Used locally.	Exports.	Royalty.	Value of Exports.
	Tons.	Tons.	Tons.	\$ c.	\$ c.
1933	111,337	1,119	52,129	42,504 00	726,465 60
1934	92,829	1,337	55,992	46,180 80	797,049 60
1935	134,578	1,027	82,349	65,899 20	1,092,984 00
1936	111,965	807	70,543	55,109 64	959,759 00
1937	145,904	698	90,872	70,926 12	1,194,914 00

CHAPTER VII.—COMMERCE.

The values of both imports and exports showed an increase in 1937 as compared with 1936.

2. Imports in 1937 were valued at \$35,835,514 being \$8,647,520 more than in 1936, while exports were valued at \$33,702,295 showing an increase of \$3,757,761 as compared with 1936. These figures do not include transshipments, which were valued at \$8,926,292 in 1937 against \$5,836,607 in 1936. Re-exports are included, being valued at \$2,171,622 in 1937 as compared with \$3,009,458 in 1936. Bullion and coin are not included in general trade statistics.

3. Trade is maintained principally with the United Kingdom, Canada and the United States of America, and percentages for certain recent years are as follows :—

Imports :

	1931	1932	1933	1934	1935	1936	1937
United Kingdom	36	44	44	40	44	40	36
Canada ..	17	14	12	11	12	12	12
United States of America	19	13	13	14	16	17	24

Exports :

United Kingdom	16	25	47	42	42	44	48
Canada ..	14	12	12	6	12	11	5
United States of America	26	17	10	16	11	15	10

3. Imports from Empire sources for the year 1937 amounted to 57.86 per cent. of the total imports, showing a decrease of 2.46 per cent. compared with the figures for the previous year.

5. Exports to Empire destinations for the year 1937 amounted to 63.8 per cent. of the total exports, exclusive of ships' stores and bunkers, showing a decrease of 1.9 per cent as compared with the figures for the previous year. Exports to the United Kingdom rose to 48 per cent., while imports from the United Kingdom fell from 40 per cent. in 1936 to 36.00 per cent. in 1937.

6. The following table shows the principal imports and the countries of origin for the years 1936 and 1937 :—

Articles and principal countries of origin.	1936		1937	
	Quantities.	Value.	Quantities.	Value.
		\$		\$
CATTLE (for food) :				
Total .. No.	9,419	242,724	9,291	232,789
Venezuela	9,356	241,651	8,353	212,659
APPAREL :				
Total		514,823		72,775
United Kingdom		124,174		124,620
Japan		126,102		152,472
United States of America		28,434		35,133
BAGS AND SACKS (empty) :				
Total .. doz.	191,393	288,180	176,635	259,496
United Kingdom		3,885		185
British East Indies	187,425	283,440	176,440	258,965
BOOTS, SHOES AND SLIPPERS :				
Total .. doz. prs.	52,200	476,475	73,355	658,113
United Kingdom	25,670	356,658	31,935	450,366
Canada	5,774	34,792	12,654	78,167
Czecho-Slovakia	2,881	24,600	4,314	33,512
Japan	99	235	296	323
BUTTER AND BUTTER SUBSTITUTES :				
Total .. lb.	1,779,008	336,613	1,910,160	399,640
United Kingdom	788,592	129,431	727,440	120,391
Canada	17,808	4,503	12,768	4,076
Australia	119,398	29,798	135,764	36,619
France	67,088	17,177	163,296	44,504
Holland	63,280	6,634	48,272	6,067
CARRIAGES, CARTS AND WAGGONS :				
Total		1,055,045		1,629,623
United Kingdom		425,508		625,537
Canada		451,076		658,691
United States of America		142,509		200,489
CEMENT :				
Total .. tons.	31,709	410,729	43,280	604,112
United Kingdom	27,578	361,146	35,520	496,769
Canada	1,582	21,782	3,108	52,287
COCOA, RAW :				
Total .. lb.	10,894,464	1,057,333	9,077,936	991,076
Venezuela	10,736,544	1,042,049	8,916,208	972,882

Articles and principal countries of origin.	1936		1937	
	Quantities.	Value.	Quantities.	Value.
COTTON MANUFACTURES :		\$		\$
Total		1,215,131		1,456,847
United Kingdom		1,054,619		1,192,406
Japan		40,215		88,762
United States of America		69,775		102,010
FISH :				
Total <i>lb.</i>	7,219,968	433,682	7,397,180	520,545
United Kingdom	190,848	13,084	446,656	23,993
Canada	4,674,992	297,561	5,424,197	377,025
Newfoundland	2,015,440	83,125	1,193,584	71,561
GRAIN, FLOUR, PULSE AND PREPARATIONS THEREOF :				
Total		2,794,219		3,338,322
United Kingdom		572,797		460,267
Canada		1,200,522		1,381,076
British East Indies		615,527		723,287
British Guiana		285,943		217,494
HARDWARE :				
Total		372,200		542,306
United Kingdom		133,568		218,200
United States of America		108,112		156,454
MACHINERY :				
Total		4,329,166		7,667,877
United Kingdom		1,985,303		3,290,052
United States of America		1,564,250		3,686,255
MEATS :				
Total <i>lb.</i>	5,398,960	534,182	6,364,736	666,232
United Kingdom	385,728	75,298	349,776	79,094
Argentina	2,236,752	189,931	2,773,232	263,645
United States of America	664,160	70,600	526,512	56,137
METAL MANUFACTURES :				
Total		1,612,223		2,522,442
United Kingdom		1,108,382		1,135,843
United States of America		279,761		757,366
MILK, CONDENSED :				
Total <i>Cases of 48 lb</i>	156,447	555,932	176,612	580,489
United Kingdom	69,388	299,021	18,613	77,571
Canada	2,021	11,732	4,702	24,985
Holland	75,138	213,755	143,176	442,622
OILS :				
Total <i>gals.</i>	18,354,781	947,251	15,112,544	943,893
United Kingdom	204,221	120,760	213,143	100,318
Dutch West Indies	18,230	3,792	4,335	2,497
United States of America	167,184	60,638	129,980	59,999
Venezuela	17,830,975	670,554	14,647,085	652,003

Articles and principal countries of origin.	1936		1937	
	Quantities.	Value.	Quantities.	Value.
PAINTERS COLOURS AND MATERIALS :				
Total		7		\$
Total		570,085		752,582
United Kingdom		86,516		164,731
Germany		325,024		339,333
PAPER MANUFACTURES :				
Total		384,425		385,352
United Kingdom		169,832		100,629
United States of America		51,287		54,983
SILK MANUFACTURES :				
Total		403,094		649,519
United Kingdom		211,112		259,144
Japan		107,404		160,077
United States of America		10,644		18,905
SOAP :				
Total lb.	3,328,752	198,941	4,629,968	305,829
United Kingdom	3,110,464	167,523	4,314,267	270,718
SPIRITS :				
Total gals.	47,382	220,528	49,064	236,932
United Kingdom	21,256	116,872	20,898	125,223
France	3,964	26,149	4,547	27,767
United States of America	1,961	17,521	2,493	25,790
TOBACCO :				
Total lb.	676,270	208,198	892,037	283,053
United Kingdom	16,681	32,054	21,524	35,589
United States of America	524,576	147,736	608,361	205,628
TONCA BEANS :				
Total lb.	838,700	975,060	24,569	21,265
Venezuela	835,895	972,963	10,911	12,076
VEGETABLES :				
Total		312,591		349,692
Canada		121,034		151,558
British West Indies		15,900		17,663
Holland		38,727		39,046
Portugal		22,190		17,292
WOOD AND TIMBER :				
Total		704,253		1,093,419
Canada		249,710		406,819
United States of America		423,509		643,443

7. The principal exports, including re-exports, for the years 1936 and 1937 showing the main countries of final destination were as follows :

Articles and principal countries of final destination	1936		1937	
	Quantities.	Value.	Quantities.	Value.
		\$		\$
ASPHALT :				
Total ton	70,543	959,759	90,872	1,194,914
United Kingdom	30,609	440,537	39,966	575,569
United States of America	15,565	157,762	22,490	220,376
COCOA, RAW :				
Total lb	38,191,664	3,249,211	35,847,616	4,141,842
United Kingdom	3,929,072	327,315	5,349,456	664,769
Canada	2,549,232	195,888	1,461,936	155,615
France	2,500,176	190,528	2,299,696	262,850
Germany	3,487,120	266,688	2,671,872	298,126
United States of America	21,769,104	1,959,359	18,173,232	2,068,538
COCONUTS :				
Total No.	4,560,180	69,740	5,020,665	99,331
United Kingdom	1,174,385	14,043	694,800	11,502
Canada	1,309,220	20,323	1,829,620	33,778
United States of America	1,699,590	30,713	2,427,180	53,113
COFFEE, RAW :				
Total lb.	1,213,102	84,969	1,752,912	134,758
United Kingdom	5,824	479	448	41
Canada	920,304	65,900	1,272,320	100,768
United States of America	39,984	2,400	333,088	23,898
COPRA :				
Total lb.	9,437,120	248,633	17,277,120	542,802
United Kingdom	448,000	16,279	5,248,320	183,890
Colombia	8,989,120	232,354	11,869,760	354,431
GRAPEFRUIT :				
Total No.	4,091,853	198,513	4,062,033	187,579
United Kingdom	3,340,911	172,098	3,627,443	175,347
Canada	696,407	24,722	369,927	10,405
OILS : LIME—				
HAND-PRESSED :				
Total gal.	87	6,864	132	9,712
United States of America	86	6,844	132	9,712
DISTILLED :				
Total gal.	2,446	84,970	4,992	221,161
United Kingdom	1,335	36,688	1,106	42,586
United States of America	975	42,246	3,356	147,116

Articles and principal countries of final destination.	1936		1937	
	Quantities.	Value.	Quantities.	Value.
		\$		\$
OIL : MINERAL, PETROLEUM : *				
Total .. gals	434,232,443	15,925,800	494,426,223	18,919,873
LIME JUICE : RAW :				
Total .. gals	66,881	22,842	25,082	7,725
United Kingdom ..	58,289	21,029	7,673	3,118
Canada ..	1,291	261	6,418	1,971
CONCENTRATED :				
Total .. gals	3,537	1,610	5,780	2,361
United Kingdom ..	3,520	1,539	5,780	2,361
SPIRITS : RUM AND BITTERS :	<i>Proof gals.</i>		<i>Proof gals.</i>	
Total .. Proof gals	133,021	192,088	168,348	203,709
United Kingdom ..	100,297	88,948	155,473	120,338
Canada ..	19,210	18,131	3,753	15,576
United States of America	5,633	30,140	1,272	7,027
SUGAR :				
Total .. lb.	319,584,384	6,127,583	319,753,056	6,115,294
United Kingdom ..	181,078,576	3,701,461	275,878,624	5,260,732
Canada ..	138,492,368	2,425,750	43,850,576	853,950
MOLASSES :				
Total .. gals	3,909,009	199,793	4,258,934	220,576
United Kingdom ..	717,719	38,491	1,668,450	85,860
Canada ..	2,496,530	126,025	2,233,024	116,090

* The destination of oil tankers carrying the greater portion of cargoes of oil exported are not generally declared on departure from the Colony.

8. Minor products exported included biscuits, alpargatas, hides, temper lime, matches, nutmegs, tonka beans, cattle feeds, fresh limes, bananas, pulse, crude and refined coconut oil, soap, lard compound, cedar and various wood manufactures.

CHAPTER VIII.—WAGES AND THE COST OF LIVING.

AGRICULTURE.

On sugar estates the following operations are performed by task work at the rates quoted :—

Cutlassing	35	cents :	av. daily earnings	35-40	cents.
Forking and banking	45	do.	do.	45-65	do.
Lining	.... 40-45	do.	do.	80-100	do.
Planting	.... 40-45	do.	do.	45-60	do.
Cutting plants	.... 35	do.	do.	35-50	do.
Draining	.... 25-40	do. per ch.	do.	80-100	do.
Weeding	.... 35	do.	do.	35-50	do.
Carting manure	.... 8- 9	do. per ton	do.	70	do.
Heading manure	.... 35	do.	do.	35	do.
Cutting canes	.... 35	do.	do.	35-70	do.
Carting canes	.... 14	do. per ton	do.		
			Cartermen	—80-100	do.
			Loaders	—40-50	do.

The following occupations are daily paid at rates quoted:—

Digging grass	....	20- 30	cents, usually children over
Applying artificial manure	.... 25	do.	12 and old people.
Stock-keepers	....	75- 90	do.
Stockmen	....	50- 55	do.
Grooms	....	50- 60	do.
Tractor-drivers	....	160-190	do.
Ploughmen	....	80	do.
Watchmen	....	50- 55	do.
Loading derrick hands	....	55- 60	do.

Working day approximately 8 hours.

Sugar factory workers are paid as follows :—

Skilled	....	100-160	cents per day.
Semi-skilled	....	70- 95	do.
Unskilled	....	55- 65	do.

Working day 8-8½ hours. In crop season a 12 hour shift is worked in the factory but not in the shops.

Cocoa estate daily paid workers earn 40 to 50 cents per day of 8 to 8½ hours. The bulk of the work however is performed by task at the following rates :—

Cutlassing	40-50	cents :	average time occupied	.... 4-6	hours.
Light pruning	50-60	do.	do.	.... 6-8½	do.
Heavy pruning	80-120	do.	do.	.... 6-8½	do.
Draining	40-100	do.	do.	.... 5-8½	do.

Those engaged in picking and breaking earn 50 to 70 cents in 8 hours. Additional facilities frequently include quarters, kitchen gardens, fuel and estate produce. Coconut and citrus estate rates follow generally those paid on cocoa estates.

PUBLIC WORKS DEPARTMENT.

Unskilled Labour, Port-of-Spain	....	72- 90	cents per day.
Do. Country	....	60- 80	do.
Do. Women	....	56- 50	do.
Semi-skilled Labour	....	86-130	do.
Skilled Labour	....	86-200	do.

An 8-hour day 48-hour week is worked.

RAILWAY.

Platelayers	....	....	72	cents per day.
Semi-skilled and skilled	....	....	86-200	do.

An 8-hour day 48-hour week is worked.

OILFIELDS.

	<i>Cents per hour.</i>	<i>Working Week.</i>
Rigmen employed in drilling	.... 15-24 cents	56 hours.
Rigmen employed in production	.... 12-26 do.	48 do.
Production men	.... 9-17 do.	56 do.
Rig builders	.... 12-26 do.	45 do.
Skilled artisans	.... 9-26 do.	45 do.
Chauffeurs	.... 14-26 do.	45 do.
Firemen	.... 9-20 do.	45 do.
Masons and moulders	.... 9-22 do.	45 do.
Painters	.... 9-17 do.	45 do.
Semi-skilled	.... 9-22 do.	45 do.
Unskilled	.... 9-14 do.	45 do.

DOMESTIC SERVICE.

Housemaids	....	....	\$ 4-\$10 per month.
Cooks	....	....	\$ 5-\$10 do.
Nurses	....	....	\$ 5-\$10 do.
Men servants	....	....	\$10-\$20 do.
Chauffeurs	....	....	\$ 5-\$ 8 per week.

COST OF LIVING.

6. The cost of living is moderate. The staple diet of labourers is rice, flour, potatoes, and local crops (tannia, yams, cassava, &c.), sugar, peas and beans, saltfish, pickled pork and beef and coconut and coconut oil compounds with a supplementary diet of milk, eggs, vegetables and fruit. Flour is the staple foodstuffs of labourers of African descent and rice of labourers of East Indian descent.

1 lb. of flour costs 3½c.—\$3.50 a week=100 lb.

1 lb. of rice costs 4c.—\$4.00 a week=100 lb.

7. Bread is comparatively little used by labourers, and flour is substituted in the form of cooked, boiled and baked flour.

8. The following is an approximation of the cost of living (including certain luxuries) of a European official with a wife and three children drawing a salary at the rate of \$4,800 a year.

House rent	....	....	....	....	\$600
Food	....	....	....	....	864
Servants' wages (servants not fed)	....	....	....	....	480
Laundry, light, fuel, &c.	....	....	....	....	192
Clothing	....	....	....	....	504
Refreshment, tobacco, &c.	....	....	....	....	240
Medical attendance, Income Tax, Incidentals	....	....	....	....	240
Transport (upkeep and depreciation of motor car)	....	....	....	....	480
Education of children	....	....	....	....	288
Holidays	....	....	....	....	240
Widows' and Orphans' Pensions	....	....	....	....	192
Total	....	....	....	....	<u>\$4,320</u>

N.B.—Nothing is included in the above estimate for education of children abroad or for home leave.

9. In the case of a local official with a wife and three children drawing salary at the rate of \$2,400 a year, the cost of his living expenses may be estimated as follows:—

House rent	....	....	....	....	....	\$360
Food (including servants' food)	....	....	....	....	....	648
Servants	....	....	....	....	....	168
Laundry, light, &c.	....	....	....	....	....	144
Clothing	....	....	....	....	....	312
Refreshment, tobacco, &c.	....	....	....	....	....	144
Medical attendance and incidentals	....	....	....	....	....	144
Education of children	....	....	....	....	....	168
Holidays	....	....	....	....	....	144
Widows' and Orphans' Pensions	....	....	....	....	....	96
Total	....	....	....	....	....	\$2,528

CHAPTER IX.—EDUCATION—WELFARE INSTITUTIONS.

Education is voluntary except in Port-of-Spain and the adjoining village of St. James which were proclaimed a Compulsory Education area during the year 1935. The education system is administered by a Director of Education and a staff of officers appointed by the Governor, with an Advisory Board of 14 members nominated by the Governor. Primary education is free, but fees are charged in the Intermediate and Secondary Schools. Schools recognised by the Department of Education are maintained either by the Government or by religious denominations assisted by grants from public funds. At the end of the period under review there were 287 Primary, 6 Intermediate and 9 Secondary Schools. In the Primary Schools there were 70,498 pupils on roll, in the Intermediate Schools 2,278 and in the Secondary Schools, 2,137. The ages of admission to the Primary Schools are between 5 and 14. No pupil is retained on a school roll after attaining the age of 15. Pupils in the Secondary Schools are between the ages of 9 and 19. The Primary Schools are organised in seven standards and an infant department. The course of instruction is prescribed by the Education Board and only such books as are sanctioned by the Board may be used. The financial assistance given by the Government to the Denominational Schools takes the form of a grant for buildings and furniture, apparatus and equipment in kind, and the entire cost of teachers' salaries. One of the conditions of a grant is that the school must be open to all children without distinction of religion, nationality, or language. In the Secondary Schools, pupils are prepared for the Cambridge School Certificates and the Oxford and Cambridge Joint Board's Higher School Certificate. On the results of the Higher School Certificate Examination three Scholarships of the value of \$3,840 each are awarded annually. There are also many private schools. Recently legislation has been enacted with regard to the registration of these by the Department of Education. Conditions of registration are that the buildings and furniture shall conform to certain standards and that the members of the staff shall be of good moral character. These schools are not otherwise controlled.

2. There are four Training Colleges for Teachers, offering one-two- or three-year courses of instruction. The number of students in training in 1937 was 133. Opportunities for commercial and technical education are afforded by a Board of Industrial Training which arranges evening classes in theory and practice. There are several private commercial schools. A small institution for the instruction of the blind is also managed by the Board of Industrial Training. There are two Orphanages, one maintained by the Dominican Sisters and the other by the Diocesan Board of the Anglican Church; an Industrial School for boys controlled by the Church of England and one for girls under the Corpus Christi Sisters.

CHARITABLE INSTITUTIONS AND ASSOCIATIONS.

Les Amantes de Jesus is a society of Catholic ladies who beg alms for the poor, and work for all charitable purposes. In addition to subscriptions, donations and occasional legacies it organizes a big bazaar every year, the proceeds of which are added to the funds and the Society is thus able to give out monthly allowances to the poor, irrespective of class, colour or creed. It was founded in 1854.

Nazareth House, managed and controlled by a committee of the St. Vincent de Paul Society, provides house and sleeping accommodation free of charge for 65 destitute women of any denomination and is supported entirely by voluntary contributions.

L'Hospice Spaccapietra, under the care of the Corpus Christi Carmelite Sisters, is an attractive building of Barbados stone sheltering 20 old ladies reduced to poverty, and providing them with a comfortable home, good clothing and all necessities.

There are also 5 rooms in the yard which accommodate 8 women often belonging to old and respected families.

This Institution is supported entirely by voluntary contributions.

The Institute for the Blind receives a grant from Government of \$3,140 per annum towards maintenance of the Institute and the maintenance and education of blind children. Other funds are obtained from voluntary contributions. There are 80 adults—62 men and 18 women; and in addition 8 children—4 boys and 4 girls—in attendance.

St. Mary's Home for Blind Girls, managed by the Coterie of Social Workers, provides free lodging, food and clothing for 9 blind girls.

The C. L. Swanston Optimist Home for Blind Lads was founded on 1st September, 1936, and opened on 5th October, 1936. There are 4 inmates. The Home is maintained by means of subscriptions and donations and proceeds from various entertainments. Free board and lodging are provided except that during school time the lads obtain their midday meal at the Institute for the Blind at which Institute they are day students.

The Coterie of Social Workers which is managed by a committee of ladies maintain four breakfast sheds where poor children from elementary schools are given a mid-day meal. Some children pay a nominal charge of 2c. to 4c. each but the majority pay nothing.

The Oxford Street Home, originally known as The Kent Street Asylum, was founded in 1833. No other similar Institution had before existed. The Institution provides a comfortable Home free of expense, to twelve indigent Christian females who have always adhered to a course of virtuous conduct. The Rector of Holy Trinity Parish is Trustee, and is vested with the power of admitting any person when there is a vacant room. There is no restriction in respect of religious opinions, or complexion or nationality. The Home has a small endowment due to the generosity of the late Dr. Alston and the late Mr. John McCarthy.

The Daily Meal Association which is managed and controlled by a committee of ladies distribute 100 substantial meals daily to poor persons.

The Gordon Home provides free lodging for six indigent persons.

The Emma Herrera Home which is managed by the charitable society, Les Amantes de Jesus, comprises six rooms which are occupied by six destitute ladies of the "bashful poor" class, free of charge.

The Free Night Shelter, Port-of-Spain, founded and directed by Mrs. C. I. Power, 4, More Avenue, St. Ann's provides sleeping accommodation free of charge to 25 destitute women.

The Chinese Home provides lodging, food and necessaries for six destitute Chinese. The home is supported by Lee Lum & Co.

The Free Night Shelter, San Fernando, for poor East Indians and others, was erected by a Committee with Government assistance. Government contributes \$240 per annum towards maintenance.

PLACES WHERE CHEAP LODGING AND FOOD ARE OBTAINED BY POOR PERSONS.

The Bethany Hostel, Port-of-Spain, built by His Grace the Archbishop in 1921, provides furnished lodgings for 84 working women of good character, at rates from 25 cents to 60 cents per week according to wages earned. It also endeavours to find employment and assist those out of work.

St. Zita's Home for Domestic Servants is under the same management as Bethany Hostel and provides sleeping accommodation for about 12 domestic servants at \$1.00 each per month.

The Church Army in Trinidad—Head quarters, 18, La Ressource Street, Port-of-Spain, supplies beds, work, food, and shelter to any boy or girl leaving the Tacarigua Orphan Home or Diego Martin Industrial School, or the Rose Hill Institution, or any boy or girl leaving prison who has been an inmate of either of these Institutions, and also to any really deserving cases. The primary object of the Church Army work in Trinidad is to bridge the period between the time of discharge of inmates of the above institutions and the time when they become self-supporting citizens. The Church Army also run, under the direction of the Government the Rose Hill Institution for Girls. This means that most girls between the ages of 16 years and 21 years do not enter the Royal Gaol when sentenced to a term of imprisonment but serve same

in the above-mentioned institution. Girls are sent to Rose Hill Institution as young offenders for training.

A Creche is also run at 18, La Ressource Street for the babies of poor hard working mothers of the Rose Hill district.

At St. Joseph Road, Port-of-Spain, a new hostel has been built for the homeless lad, either from one of the above-mentioned Institutions or any genuine case outside. A carpenter's shop provides employment to those who have been taught that trade in the Orphan Home or Industrial School but who are unable to secure employment when they leave.

The Church Army endeavours in every case to find suitable employment for their boys and girls.

The Salvation Army Men's Hostel, 27, Edward Street, Port-of-Spain, offers the following facilities. Ground Floor, *Dormitories*, 12 cents per night or 60 cents per week. *Cubicles*, 15 cents per night or 72 cents per week. Upstairs, *Dormitory*, 18 cents per night or 84 cents per week. *Cubicles*, 24 cents and 30 cents per night or \$1.00, \$1.12 and \$1.36 per week. Reading rooms and conveniences are provided on each floor. Meals and Board-Residence are obtainable at moderate charges.

The Salvation Army Night Shelters for Men and Women 36, *Duncan Street, Port-of-Spain*. These buildings have been erected for the purpose of housing men and women who are destitute or in poor circumstances. The Women's Shelter accommodates 60, and the Men's Shelter 120. The charges are 2 cents or 4 cents per night. Meals are supplied at cost price and free lodging is given annually to 33½ per cent. of the occupants. Government contributes \$720 per annum towards maintenance.

The Working Girls' Hostel, Port-of-Spain, accommodates 53 working girls at from 30 to 60 cents per week. The hostel is supported by voluntary contributions and managed by a committee of ladies. The hostel supplies a long felt want in the community.

Anstey House, Fitt Street, Woodbrook, is run by the Coterie of Social Workers for respectable working ladies of moderate means. A room and partial board are supplied at twelve dollars per month.

Ozanam Shelter—21, *Duncan Street, Port-of-Spain*.—Owned and controlled by the Port-of-Spain Conference of the Society of St. Vincent de Paul. It provides sleeping accommodation for discharged boys from the Orphanage, and for other boys and male adults, and also a special department for discharged prisoners, males on probation and habitual prisoners. Conveniences for cooking and keeping individual requisites, and a storeroom for keeping personal belongings and a workshop are also provided.

A Home for the Poor is established at La Brea and provides free lodging for 20 destitute persons.

An Alms House at San Fernando is controlled by the St. Vincent de Paul Society and is supported by a Government grant and by public subscriptions.

CHAPTER X.—COMMUNICATIONS AND TRANSPORT.

1. The Trinidad Government Railway consists of (1) the Port-of-Spain-Arima-Sangre Grande line running 29 miles along the southern foot of the northern range of hills, to within 8 miles of the east coast; (2) the San Fernando-Siparia line, 44 miles long, leaving the Port-of-Spain-Arima-Sangre Grande line at St. Joseph ($6\frac{1}{2}$ miles from Port-of-Spain) and following roughly the west coast of the Colony; (3) the Caparo Valley line, $28\frac{1}{2}$ miles in length leaving the San Fernando-Siparia line at Jerningham Junction ($14\frac{1}{2}$ miles from Port-of-Spain) and running in a generally south-easterly direction to Rio Claro (42 miles from Port-of-Spain); (4) the Guaracara line, ten miles long, leaving the San Fernando-Siparia line at Marabella Junction (33 miles from Port-of-Spain) and running in an easterly direction to Princes Town. The line is double between Port-of-Spain and St. Joseph, the remainder of the line being single. The total length of the system is 123 miles of which about five miles are leased to other interests. The Railway is of standard (4 ft.-8 $\frac{1}{2}$ inch) gauge.

2. The railway affords communication for passengers over all lines three times a day, and goods trains run generally once a day during the crop season (January to July). During the out-of-crop season (August to December) goods trains are curtailed to one every other day on the Rio Claro line, but run daily on the Siparia line. Suburban trains are run between Port-of-Spain and Tunapuna, giving a service of six trains daily each way.

3. The railway stations are in telegraphic or telephonic communication, there being 118 miles of telegraph and 14 miles of telephone lines. There is also a service telephone along the Cipero Section between San Fernando and Princes Town.

4. The following table indicates the share taken by the Railway in the transportation of passengers and goods.

<i>Year.</i>	<i>No. of Passengers Carried.</i>	<i>No. of Tons of freight carried</i>
1931	1,901,175	309,444
1932	1,845,655	370,000
1933	1,378,926	434,505
1934	1,188,555	370,251
1935	1,183,769	422,960
1936	1,375,200	543,003
1937	1,737,006	581,000

ROADS.

5. There are good roads throughout the Colony and most of the more important places can be reached by motor car.

The roads are divided into main and local roads. The former and 58.38 per cent. of the latter are under the control of the Public Works Department. The other local roads are under Local Road Boards. The main roads with a total mileage of 1,080.64 miles are made up of 458.75 miles metalled or gravelled and oiled, 265.72 miles metalled, 181 miles gravelled, 26.33 miles pitched and 148.84 miles natural soil roads. The local roads in districts where there are no Local Road Boards comprise 764.43 miles and are made up of 41.95 miles metalled or gavelled and oiled, 106.17 miles

metalled, 283.11 miles gravelled, 42.87 miles pitched and 290.33 miles natural soil roads. In addition, there are many miles of Crown Traces in the charge of the Wardens.

6. There are several garages in Port-of-Spain where motor cars can be engaged to convey passengers to any part of the Colony. At most of the railway stations motor cars can be hired to carry passengers to outlying parts. Motor omnibuses also ply on the main roads, and in some of the suburbs of Port-of-Spain.

TRAMWAYS.

7. In Port-of-Spain and its suburbs the Trinidad Electricity Board, Limited, operates an Electric Tramway System 15 miles in length.

POSTAL.

8. The General Post Office is at Port-of-Spain and there are branch offices at San Fernando and at Scarborough (Tobago) and 117 other offices throughout the Colony.

9. Air mail and passenger services are maintained by Pan American Airways Inc., with the United States of America *via* Martinique, Guadeloupe, St. Thomas, Porto Rico, Haiti and Cuba; with the Argentine Republic *via* British Guiana, Dutch Guiana, British Guiana, Brazil and Uruguay; and with Venezuela, touching at Caripito, Maturin, La Guaira, Cumarebo, Guanta and Maracaibo and onwards to Canal Zone, Colombia, Panama, Ecuador, Peru, Chile, Bolivia, Costa Rica, Nicaragua, Republic Honduras, San Salvador, Guatemala, Mexico, also Jamaica, Bahamas and Bermuda.

Air mail matter for Great Britain and Europe *via* Brazil and the "Air France" or "Lufthansa" Companies is despatched.

TELEGRAPHY.

10. Communication by cable with all parts of the world is maintained by the Cable and Wireless (West Indies) Ltd.

The cables from Trinidad touch at Grenada and Barbados which are also in communication with one another by cable *via* St. Vincent and St. Lucia

The cables from Barbados *via* St. Vincent and St. Lucia also touch at Dominica and St. Croix, thence to St. Thomas, Porto Rico, Jamaica, and Cuba where they link up with the Western Union Telegraph Company's system.

From Barbados there is a cable direct to Georgetown, British Guiana.

There is also a cable system from Barbados, touching at Turks Island, Jamaica, and Bermuda, to Halifax, whence cables cross the North Atlantic to the United Kingdom and Europe.

At Barbados, the Western Union Telegraph Company's cable from Miami links up with the Western Telegraph Company's system to South America, this latter company being under the control of Cable and Wireless Limited.

SHIPPING.

12. Trinidad is served by the following steamship lines:—

Line.	From	To	Nature of Service.	Frequency of calls.
Aluminum Line	New Orleans via French and British West Indies	British Guiana, Paramaribo and return via Jamaica	Passenger and cargo	Fortnightly
American Caribbean Line	New York via Northern W. I. Islands	British Guiana, Paramaribo and return	do.	Monthly
American-South African Line				
(1)	East and South African ports	New York	do.	do.
(2)	New Orleans	East and South African ports and return	Cargo	do.
Bermuda and West Indies Line	New York via the Northern West Indies	British Guiana and return	Passenger and cargo	do.
Canadian National Steamships	Halifax and St. John's or Montreal, Bermuda and French and British West Indian Islands	British Guiana and return	do.	Fortnightly
Canadian Transport Company	Vancouver via the Canal Zone	Return via the West Indies	Cargo	Monthly.
Compagnie Generale Transatlantique	Havre, Plymouth and Bordeaux via the French West Indies and Barbados	Cen. American Ports to Canal Zone and return	Passenger and cargo	Fortnightly
	French W/Indies, St. Lucia and Barbados	British Guiana, Cayenne and return	do.	Monthly.
Compania Anonima Venezolana de Navegacion	Ciudad Bolivar and other Orinoco Ports	Return to Ciudad Bolivar	do.	Every 10 days.

Line.	From	To	Nature of Service.	Frequency of calls.
Fyffes Line	Santa Marta, Jamaica and Central American ports	Garston or Hamburg	Bananas	Irregularly
Hamburg Amerikanische Paketfahrt-Acktiengesellschaft	Hamburg, Antwerp, Dover, Cherbourg via Barbados	Central American Ports, Canal Zone and return	do.	Monthly.
Harrison Lines (1)	London, Liverpool, or Glasgow via Barbados and/or other B.W. Indies.	Central South American Ports and return	Cargo	Frequently
(2)	London, Barbados, St. Vincent, Grenada	British Guiana and return	Passenger and cargo	Monthly.
(3)	Liverpool and Glasgow	Central South American Ports, Canal Zone and return to Havre, Southampton and Liverpool	do.	Fortnightly
Horn Line	Hamburg, Antwerp and Dover	Central South American Ports, Colombia and return	do.	do.
Lampport & Holt	Argentina and Brazil	New York	Cargo only	Monthly if inducement offers.
McCormick S.S. Co. (Pacific, Argentine, Brazil Line Inc.)	San Francisco via the Canal Zone	Brazil, Uruguay and Argentine and return	Passenger and cargo	Every third week.
Munson Line	River Plate and Brazilian Ports	New York and return	do.	Fortnightly
Nourse Line	Calcutta and Rangoon	Barbados, Jamaica, Cuba	Cargo	Monthly.
Ocean Dominion New York Service	New York via West Indies	Return	Passenger and cargo	do.

Line.	From	To	Nature of Service.	Frequency of calls.
Ocean Dominion S.S. Corporation	Montreal and Halifax	Demerara and return	Cargo	Fortnightly
Prince Line	River Plate and Brazilian Ports	New York	Passenger and cargo	do.
Robin Line	East and South African ports	New York via a Canadian port	Cargo	Monthly.
Royal Netherlands Steamship Company				
(1) Colon Line	Amsterdam, Boulogne, Dover via Barbados	Central American Ports, Canal Zone and return to Plymouth, Havre and Amsterdam	Passenger and cargo	Fortnightly
(2) Surinam Line	Amsterdam, Dover and Madeira, Dutch and British Guianas	New York via Central American Ports, and Haiti and return	do.	Every third week.
Societe Generale de Transports Maritime	Marseilles and Cayenne	Return via French West Indies	Cargo	Monthly
The Standard Oil Company of Venezuela	Carapito via Guiria	Port-of-Spain, Trinidad	Passenger	Weekly.
The Surinam Combined Navigation Company	Paramaribo and Demerara	Port-of-Spain, Trinidad	Passenger and cargo	Fortnightly
Westfal-Larsen Line	Argentine and Brazil	San Francisco and Vancouver via Canal Zone	Passenger and cargo	Monthly.
Wilhelmsen Line	Brazil	New York	do.	do.

13. The Government Coastal Steamers maintain three direct trips per week between Port-of-Spain (Trinidad) and Scarborough (Tobago). A weekly call is made at Roxborough (Tobago) and at the following Tobago ports: Pembroke, King's Bay, Speyside, Man-o'-War Bay, Bloody Bay, Parlatuvier, Castara.

CHAPTER XI.—BANKING, CURRENCY, WEIGHTS AND MEASURES.

Three Joint-Stock Banks do business in the Colony, viz.: Barclays Bank (Dominion, Colonial and Overseas), the Royal Bank of Canada and the Canadian Bank of Commerce. Messrs. Gordon, Grant & Co., Ltd., are private bankers.

2. The Agricultural Bank of Trinidad and Tobago assists the agricultural industries by making loans—secured by first mortgages on properties—repayable over a period of 30 years. In addition, temporary advances against crops repayable within the crop season are made. The authorised capital of \$1,200,000 is furnished by Government. At 31st December, 1937, the amount outstanding in respect of loans on mortgages was \$999,698 and in respect of temporary advances \$20,600. The properties on which loans are made are inspected regularly by officers of the Department of Agriculture and steps are taken to ensure that, where necessary, efforts are made to remedy any cultural and other defects.

3. British and Local Currency are legal tender. Government and Commercial accounts are kept in the local dollar currency. The coin in circulation is almost exclusively British silver and bronze. Under the Government Currency Notes Ordinance \$1.00 and \$2.00 notes have been issued, the total value in circulation at 31st December, 1937, being \$945,720. The three Joint-stock Banks have their own issue of \$5.00, \$20.00 and \$100.00 notes.

4. Imperial weights and measures are used.

CHAPTER XII.—PUBLIC WORKS.

HARBOUR WORKS.

Work was carried on continually throughout the year and 1,470 lineal feet of steel sheet piling coffer-dam constructed, making a total of 3,110 feet, leaving 190 feet to be completed which includes an additional 130 feet for the Mineral Depot extension.

The length of wall constructed amounted to 1,357 lineal feet, totalling 2,457 feet which leaves 843 feet still to be completed.

Such difficulties with the foundations as arose were all successfully dealt with, but nothing unforeseen occurred.

One million five hundred and thirty thousand cubic yards of material have been dredged and pumped into the reclamation areas. The total dredging done amounts to 4,882,000 cubic yards, of which 3,338,431 were used for reclamation purposes.

The steel work for Shed No. 1 has been erected and the erection of Shed No. 2 was commenced on 29th December last.

All the twelve beacons marking the entrance channel and basin have been erected complete.

As regards the permanent drainage, 5,430 lineal feet have been completed out of a total of 15,560.

PUBLIC WORKS DEPARTMENT.

7. For purposes of administration the Colony is divided into two divisions (Northern and Southern) which, in turn, are divided into nine districts as follows :—

Headquarters,	}	Northern Division.
St. George West and North Caroni		
St. George East,		
St. Andrew and St. David,		
Tobago.	}	Southern Division.
South Caroni and Victoria West,		
Victoria East,		
Nariva-Mayaro,		
St. Patrick.		

Each of these divisions is controlled by a Divisional Engineer and each district has a District Engineer in direct charge.

BUILDINGS.

8. The construction of the New Treasury and Post Office Building proceeded steadily during the year, but like all other works was affected by the labour disturbances in June, 1937, and was further delayed by the difficulty in securing deliveries in materials ordered from overseas. It is now expected that the building will be occupied in the Summer of 1938.

9. At the Colonial Hospital, Port-of-Spain, work on the two new Ward Blocks of 96 beds each proceeded as steadily as labour conditions during the year permitted and had reached an advanced stage of construction by the end of the year. A new clinic for the treatment of venereal diseases was commenced towards the end of the year, and is expected to be completed early in 1938.

Owing to lack of staff no further work on the Kitchen, Laundry, Casualty Block and Nurses' Hostel was commenced during the year.

10. A standing camp consisting of hutments for 130 officers and other ranks was erected towards the end of the year at Brighton to accommodate the garrison of Imperial troops sent to the Colony from Bermuda as a temporary measure. The Camp was in occupation by Christmas, but the work was still in progress at the end of the year. The camp consisted of wooden hutments fully mosquito-proofed, raised on concrete pillars above the ground, and serviced with electricity, water, and a water-borne sewerage system.

11. An upper storey providing additional office accommodation and a dormitory for 24 sergeants was erected over the Detective Office at Constabulary Headquarters at a cost of \$10,150.

12. An electric lift was installed at the Bonding Warehouse, Port-of-Spain ; the old Fire Station on Maraval Road was converted into a Post Office ; and a school was erected at Mason Hall, Tobago, for 400 pupils.

13. A Ward Office was erected at Rock-Penal, and a Market Shed at Fyzabad. Quarters were also provided for the Non-commissioned Officer, Mayaro, two Forest Rangers at Biche and New Grant, the Principal Ward Officer, Gran Couva, and the Chief Clerk and Cashier, Warden's Office, La Brea.

ROADS.

14. Beyond maintenance, the principal road works carried out during the year were the widening and improvement of curves on San Fernando-Siparia-Erin, Coora, Penal-Quinam, Fyzabad Branch, Southern and Western Roads; the completion of the bye-pass, one mile in length, replacing two miles of tortuous road through Four Roads; the diversion of Southern Road between the 13½ and 14-mile marks; the construction of footpaths along portion of Eastern Road at St. Joseph, portion of Southern Road at San Fernando, St. Ann's Road, and Coblentz Avenue. Sections of many other roads were strengthened, and every opportunity was taken to improve curves and visibility in the course of maintenance operations, so far as funds permitted.

DRAINAGE AND SANITATION.

15. Six hundred and thirty-seven lineal feet of the bed of the Vista Vella Ravine, on the outskirts of San Fernando, and a drain at St. Marie, Cedros, with outlet to the sea, were paved.

CENTRAL WATER SUPPLY SCHEME.

WORKS IN QUARE VALLEY.

The Spillway was completed during the year, and part of the Campo Scheme. This latter is in operation.

TRUNK MAINS.

Two miles of 8-inch main from California Station to California Reservoir was laid.

DISTRIBUTION MAINS.

All distribution mains were completed during the year with the exception of approximately half a mile in the South.

SERVICE RESERVOIRS.

A one million gallon reservoir was completed at Freeport and put into service.

A three-quarter million gallon reservoir was constructed at California and put into service.

A two million gallon reservoir was constructed in reinforced concrete at San Fernando.

GENERAL.

With the exception of the pumping station at Penal, a 100,000 gallon tank at Siparia, and a portion of the Campo Scheme, the Works may be said to have been completed in December, 1937.

CHAPTER XIII.—JUSTICE AND POLICE.

JUSTICE.

Subject to the terms of any local ordinance, the common law, doctrines of equity, and statutes of general application of the Imperial Parliament, which were in force in England on the 1st March, 1848, are deemed to be in force in the Colony.

2. Petty civil courts are established in the following magisterial districts:—St. George West, St. George East, Caroni, Victoria, St. Patrick, Eastern Counties and Tobago. Each court is presided over by a magistrate who is *ex officio* judge of the court. The jurisdiction is limited to claims not exceeding \$120. An appeal lies from a petty court to the Supreme Court from any judgment or order in any action where the sum claimed is over \$48.

3. When dealing with criminal cases triable summarily a Magistrate or Justice of the Peace exercises jurisdiction under the summary conviction ordinance, and, subject to these ordinances has also the powers, privileges, rights and jurisdiction conferred on Justices of the Peace by the common law of England. Appeals from the decisions of Magistrates lie to the Supreme Court.

4. The Supreme Court of Trinidad and Tobago was created under the Judicature Ordinance, 1879. It is the Supreme Court of Record, and consists of a Chief Justice and three Puisne Judges. The jurisdiction is the same as that of a High Court of Justice in England.

Appeals lie from the Supreme Court to :—

- (a) The Full Court.
- (b) The West Indian Court of Appeal.
- (c) The Privy Council.

5. The Full Court is constituted by two or more of the judges. It has jurisdiction with respect to :—magisterial appeals ; petty civil court appeals ; appeals from interlocutory orders ; appeals in cases where the value of the subject matter does not exceed \$960 ; applications for security for costs of appeal in the West Indian Court of Appeal ; applications for a stay of execution pending such appeal ; appeals from the Official Receiver in bankruptcy ; applications for prohibition ; appeals in proceedings analogous to those on the Crown and revenue side of the King ; Bench Division ; cases of Habeas Corpus ; appeals from a judge in Chambers ; and applications for a new trial in jury cases.

6. The sphere of the West Indian Court of Appeal comprises the Colonies of Trinidad and Tobago, British Guiana, Barbados, Leeward Islands, Grenada, St. Lucia and St. Vincent, and its members are the Chief Justices of those Colonies, except in the three last named colonies of which only the senior substantive Chief Justice is a member. It is constituted of an uneneven number of three or more judges ; the opinion of the majority determines any question before the Court. A judge of the Court cannot sit as a judge on the hearing of an appeal from any judgment or order made by himself. The Court has jurisdiction to determine appeals from the Supreme Court, except cases in which the jurisdiction of the local Full Court has been expressly reserved. In the hearing of an appeal from any colony the law to be applied is the law in operation in that Colony. Appeal lies from the Court to the Privy Council.

7. By Ordinance No. 5 of 1931 the Judges of the Supreme Court are appointed Commissioners to hear applications under the Workmen's Compensation Ordinance for the payment of compensation to workmen for injuries suffered in the course of their employment. The local Ordinance reproduces in the main the substantive portions of the Workmen's Compensation Act (Act No. VIII of 1923) passed by the Indian Legislature. An Appeal from the decision of a Commissioner lies to the Full Court in the instances defined by the Ordinance.

8. By Ordinance No. 31 of 1931, a Court of Criminal Appeal has been established to hear appeals from persons convicted on indictment. The Court is fully constituted if it consists of three Court Judges.

An Appeal to the Court lies :—

- (a) on a question of law ;
 - (b) with leave of the Court, or on certificate of trial judge, on a question of fact alone, or one of mixed law and fact or other sufficient ground ;
 - (c) with leave of the Court, against sentence.
9. The Oil and Water Board hears and adjudicates on :—
- (a) all complaints as to the pollution of land by oil mining operations ;
 - (b) all applications for licences to commence or carry on oil mining operations causing or likely to cause pollution to land ; and
 - (c) all applications for licences to abstract water from any watercourse for the purpose of any industry.

The Board consists of a Judge of the Supreme Court appointed by the Governor, the Assistant Director of Public Works, the Inspector of Mines, the Director of Agriculture and four other persons appointed by the Governor of whom two shall have a special knowledge of the oil mining industry and two shall have a special knowledge of agriculture. The judge is the chairman. An appeal from the decision of the Board lies to the Full Court.

10. The following statistics show the number of prosecutions, convictions and persons fined in the Colony during the year 1936.

	No. of Prosecutions in the County.	No. of Convictions in the County.	No. of persons fined in the County.
St. George West	16,672	12,182	9,696
St. George East	5,598	4,215	3,214
Eastern Counties	2,955	2,167	1,599
Caroni	4,320	3,130	2,367
Victoria	10,628	7,585	5,314
St. Patrick	6,736	5,116	3,482
Tobago	1,558	1,242	990
	48,467	35,637	26,662

CONSTABULARY.

11. The Constabulary is composed of an Inspector-General, a Deputy Inspector-General, 10 Inspectors, 12 Sub-Inspectors, 7 Warrant Officers and 1,148 Non-Commissioned Officers and men.

There are 54 Constabulary Stations in Trinidad and 4 in Tobago.

12. Criminals convicted and sentenced to imprisonment (except for minor offences) are photographed before discharge. The negatives are filed and indexed so that a photograph of any Criminal can be broadcast at short notice.

13. Two thousand four hundred and fifty-seven finger prints were taken during the year 1937, bringing the total on record to 30,438. Seven hundred and forty-seven persons were identified by this means during the year.

14. The Detective Inspector keeps a record of Undesirable Immigrants and their movements are watched by men specially detailed for that purpose.

15. All members of the Force are trained in Road Regulations and Signals, and before being put on Traffic Duty, they receive special instruction. Applicants for Drivers' Permits are examined by the Trinidad Automobile Association, and are subjected to a further examination by the Constabulary as to their knowledge of Motor Car and Road Regulations. They must also be physically fit, and must produce certificates of good character.

PRISONS.

16. The Prisons of the Colony are :—

- (1) The Royal Gaol which is the Main Prison.
- (2) The Convict Prison at Carrera Island.
- (3) The Preventive Detention Prison.
- (4) The Juvenile Prison and the Young Offenders Detention Institution.
- (5) The Rose Hill Institution for girls.
- (6) The Convict Depot at Tobago.
- (7) Four District Prisons, located at Constabulary stations where persons convicted for one month and under are detained. These District Prisons are at Cedros, Toco, Mayaro and Blanchisseuse.

17. There was a decrease of 189 in the total number of convicted prisoners admitted during the year 1937. The figures are as follows :—

			<i>Males.</i>	<i>Females.</i>	<i>Total.</i>
1936	....	....	2,856	213	3,069
1937	....	....	2,669	211	2,880

The total number of prisoners committed during the year 1937 was 3,917 consisting of 3,558 males and 329 females.

18. Prisoners are employed on works of public utility and remunerative industrial labour. There are carpenters', blacksmiths', tinsmiths', tailors', and shoemakers' shops. Prisoners are also taught to make furniture, coconut matting and coir fibre mats, rope, twine, bamboo blinds, soap, distemper, charcoal and white lime. Laundry and monumental masonry are also carried out.

The lads at the Young Offenders' Detention Institution are employed on extensive road construction.

The manufacture of Sisal articles is now a thriving industry'

19. *Royal Gaol.*—The principal labour is stone breaking, quarrying, coconut fibre picking, mattress-making, making prisoners' clothing, carpentry, and such blacksmiths' and tinsmiths' work as is necessary for the gaol. Gangs are sent to Government House grounds and the Prison quarry.

20. *Carrera Convict Prison*.—The convicts are employed in quarrying stone, cutting and carrying wood and sand, stone cutting, soap making, distemper making, coconut fibre mat and matting making; slippers, hammocks, stools, bags, twine, rope, &c., are made from sisal hemp. Tombstones, and other slabs are made from the blue stone of the quarry. One hundred and thirty-five cubic yards of metal were delivered for the use of the Public Works Department in 1937. The convicts are also employed in various trades in the interest of the Prison.

21. *Scarborough (Tobago) Convict Depot*.—The convicts of this prison are employed on sanitary work in the town, at Government Farm, the Botanic Gardens, Government House and the Rifle Range. Basket making is carried on in the evenings.

22. *Preventive Detention Prison*.—The Prisoners are employed in the necessary services for the prison and in cabinet-making and carpentry, shoemaking and tailoring. Work is undertaken for private individuals as well as for Government Departments. This work is done in the prisoners' spare time and the price charged for labour is placed to their credit. The number admitted during the year was one as compared with six in 1936.

23. *Young Offenders' Detention Institution*.—This institution is for young offenders between the ages of 16 and 21 years. The Supreme Court has power to impose a sentence of not less than 3 years nor more than 4 years, and the Summary Court has similar power. Sentences imposed by a Summary Court require the approval of the Governor. The treatment is similar to that of the Borstal Institutions. The inmates are taught trades—carpentry, cabinet-making, tailoring, shoemaking, and the cultivation of flower and kitchen gardens. A large number is now employed in public road building. All inmates attend school and physical drill. The number of young offenders committed during the year was 57.

24. There is a juvenile prison on the same premises intended for offenders up to the age of 21 who have been committed a first time, and who do not come under the Detention of Young Offenders' Ordinance. They are located apart from the inmates but their treatment is much the same. The committals to this prison amounted to 282 during the year.

25. *The Rose Hill Institutions (For Girls)*.—The rules and conditions of this institution are the same as for the Young Offenders' Detention Institution. The inmates are employed at domestic and laundry work, sewing and knitting. All inmates attend school. The total number admitted during the year was seventeen.

26.—*Female Prison*.—The average number of inmates in the female prison was 20, the maximum being 40 and the minimum 11. The prisoners are chiefly employed in laundry work.

27. Health of Prisoners.—The health of the prisoners was on the whole good. There were eight deaths in the various prisons during the year, three of which were caused by judicial execution. There were five cases of notifiable infectious diseases: one of Pulmonary tuberculosis, one of pneumonia, one of leprosy and two of small pox; the latter being aliens on arrival.

28. Time allowed for the payment of fines.—Time is allowed for the payment of fines provided that the applicant proves to the satisfaction of the court that he has a fixed place of abode.

29. Probation System.—During the year 109 males and 17 females were placed under the care of the Anglican Probation Officers and 41 males and 6 females under the care of the Roman Catholic Probation Officers. Two persons on probation were brought before the Court for breach of their conditions of probation.

CHAPTER XIV.—LEGISLATION.

Twenty-five Ordinances were enacted during the year 1937, of which the following are the more important :—

Motor Vehicles and Road Traffic.—This Ordinance amends Ordinance No. 42 of 1934 and provides for the issue of driving permits and licenses to holders of International Certificates, and driving permits. It also fixes the period during which drivers who are convicted of certain offences, shall be disqualified, and authorises the Licensing Authority to grant concessions to Motor Omnibuses in the Colony, subject to the recommendations of the Trinidad Transport Board.

Sugar Quotas.—This Ordinance gives effect to the International Agreement of the 6th May, 1937, relative to the production and marketing of sugar produced in countries within the Colonial Empire.

Cane Farming Control.—This Ordinance was enacted for the purpose of controlling and protecting the cane farming industry.

St. James Area Improvement.—This Ordinance provides for the inclusion of the St. James Area within the City of Port-of-Spain, and authorises the Port-of-Spain Corporation to carry out certain works for the improvement of the area, and to recover part of the expenses on such works of improvement from the land owners affected and from public funds.

CHAPTER XV.—PUBLIC FINANCE AND TAXATION.

REVENUE.

1. The financial position of the Colony at the end of the year 1937 remained satisfactory. The revenue for the year amounted to \$12,252,785. The surplus on the year's working as shewn in the accounts amounted to \$1,886,937. The following comparative table shows the receipts under the several heads of revenue as compared with 1936.

Heads of Revenue.	1936	1937	Increase.	Decrease.
	\$	\$	\$	\$
1. Customs	5,405,714	6,820,528	1,414,814	
2. Licences, Excise, &c.	1,253,676	1,331,290	77,614	
3. Tax on Incomes	878,322	1,139,851	261,529	
4. Fees and Payments for Specific Services	280,217	299,104	18,887	
5. Reimbursements	219,390	285,285	65,895	
6. Earnings of Government Departments	193,074	224,967	31,893	
7. Post Office	213,325	293,417	80,092	
8. Rent of Government Property	13,070	14,049	979	
9. Interest	285,382	371,293	85,911	
10. Miscellaneous Receipts	15,343	13,913	....	1,430
11. Land Sales, Royalties	797,290	958,987	161,697	
	9,554,803	11,752,684	2,199,311	1,430
12. Extraordinary	2,524,969	....	....	2,524,969
13. Cocoa Subsidy, Special Taxation	364,252	351,916	....	12,336
14. Colonial Development Fund	116,290	148,185	31,895	
	12,560,314	12,252,785	2,231,206	2,538,735
			\$307,529	

EXPENDITURE.

2. The total Expenditure for the year amounted to \$10,365,848 and included the following items of extraordinary expenditure :

- \$415,091 New buildings.
- 48,504 Renovating Public buildings.
- 243,436 Extension of Central Water Supply Scheme.
- 415,012 Roads and Bridges.
- 42,585 Grant from Colonial Development Fund.
- 425,121 Cocoa Subsidy.
- 97,010 Labour disturbances and Commission of Enquiry.
- 28,150 Coronation Celebrations.
- 50,000 Contribution to Currency Notes Account.
- 174,352 Sundry.

3. The Revenue and Expenditure for the last five years were as under :—

Year	Revenue.	EXPENDITURE.		
		Recurrent.	Extra-ordinary.	Total.
	\$	\$	\$	\$
1933	8,097,981	7,376,620	702,191	8,078,811
1934	8,210,246	7,461,129	789,124	8,190,253
1935	8,692,699	7,585,936	1,096,773	8,682,709
1936	12,560,814	7,880,471	1,290,215	9,170,696
1937	12,252,785	8,426,587	1,989,261	10,365,848

PUBLIC DEBT.

4. The Public Debt of the Colony at 31st December, 1936, amounted to \$20,274,816. Repayments as shown hereunder amounted to \$261,504, the Public Debt at 31st December, 1937, being \$20,013,312. In addition the Colony is responsible to the Colonial Development Fund for a loan of \$10,440 made to the Co-operative Citrus Growers' Association.

Redemption of Debentures issued under Ordinance 2 of 1915	\$
	15,744
Redemption of Debentures issued under Ordinance 15 of 1918	20,160
Redemption of Debentures issued under Ordinance 15 of 1920	225,600
	<u>261,504</u>

SINKING FUNDS.

5. The Sinking Funds for the redemption of Loans amounted at 31st December, 1936, to \$343,765. During 1937 the Sinking Funds were increased by the annual contributions from General Revenue and by dividends on investments to the extent of \$254,722 and \$1,296 was realised from the investment of the Sinking Fund to increase the provision in the estimates for the redemption of 6 per cent. debentures issued under Ordinance 15 of 1918. On revaluation of securities in which they were invested it was ascertained that there was a depreciation in the market value to the extent of \$8,004, thus bringing the total market value of the Sinking Funds up to \$589,187 as under :—

For redemption of 4 per cent. Debentures (Ord. 41/1931)	\$99,001
For redemption of 2·9 per cent. Conversion Loan (1934/44)	840,693
For redemption of 6 per cent. Debentures (Ord. 15/1913)	4,340
For redemption of 3 per cent. Stock (1965/70)	45,011
For redemption of 8½ per cent. Stock (1958/63)	99,642
	<u>\$599,187</u>

ASSETS AND LIABILITIES.

6. The total assets at the end of December, 1937, amounted to \$8,213,502 as against liabilities of \$339,334.

The following summary sets out the position clearly.

LIABILITIES.			ASSETS.		
		\$		\$	\$
Deposits	306,866		Advances :—		
Drafts and Remittances	2,785		Industries	909,904	
Government Currency			Long term	119,645	
Notes	29,683		Public Officers	96,701	
			Other		
			administrations	25,525	
			General	68,814	1,220,589
			Imprests		10,738
			Unallocated Stores		293,604
			Investments	5,808,027	
			Cash balance	1,875,146	
			Joint Colonial		
			Fund	2,121,600	
			Remittances		
			between chests	2,190	
Total Liabilities	339,334			9,806,963	
			Deduct balances		
			of Specific		
			Funds in hands		
General Revenue Balance	7,874,168		of Treasurer	3,118,392	6,688,571
	8,213,502				8,213,502

INVESTMENTS.

7. The market value of securities at the end of the year amounted to \$10,448,145. Below are shown the value of the securities after depreciation, or appreciation as the case may be, and the extent to which they had appreciated or depreciated.

(a) Investments in respect of which any gain or loss accrues to or is borne by the Fund concerned.

	Value at 31st December, 1937	Amount of appreciation	Amount of depreciation
	\$	\$	\$
Provident Fund	19,108	—	883
Sinking Funds	589,187	—	8,004
Coastal Steamers' Depreciation Fund	221,276	—	8,795
Dredger Depreciation Fund	50,554	—	1,915
Stock Transfer Stamp Duty Funds	57,566	—	—
Note Issue of Banks	755,780	—	9,640
Public Trustee	28,089	—	—
Land Assurance Fund	82,268	—	—
Launches Depreciation Fund	20,453	—	716
Govt. Vehicles Insurance Fund	13,868	—	—
Preventive Detention Prisoners	109	—	—
Government Savings Bank	2,857,296	—	74,512
(b) Investments in respect of which the colony receives the gain or bear the loss	4,640,002	—	108,965
Surplus Funds	5,808,143	—	89,774
Total	\$10,448,145	—	\$198,739

8. The main sources of taxation are :—

(a) *Customs*.—The taxes imposed under this Head consist of Import and Export duties, and Port, Harbour and Wharf dues. Practically all imports are subject to duty but preferential rates are allowed on articles of Empire origin or manufacture. Export duties are only levied on asphalt. Port and Harbour dues are levied on all vessels making use of the harbour and are based on tonnage.

Approximately 35 per cent. of the articles subject to Customs import duty are liable to duty *ad valorem*, the principal rate being 10 per cent. (preferential) and 20 per cent. (general). The following are liable to 15 per cent. (preferential) and 30 per cent. (general), viz. :—Motor lorries and vans, fireworks, jewellery, perfumery, solid and semi-solid plate and plated ware. The following are free under the British Preferential Tariff and liable to 10 per cent. *ad valorem* otherwise, viz. :—Aircraft, explosives other than gunpowder for sporting purposes, common glass bottles, machinery, except marine machinery, fresh fruit, other than apples, manures. Other articles free under the British Preferential Tariff and liable to duty under the General Tariff are :—Railway rolling stock (5 per cent. *ad valorem*), blank cinematograph film (30c. per 100ft.), apples (50c. per barrel). Fish, fresh (72c. per 100 lb.) Seeds for expressing oil therefrom (24c. per 100 lb.).

Most of the Customs duties are liable to a surtax equal to 15 per centum of the duty.

The following amounts were collected in 1937 :—

Import duties .. .. .	.. \$4,762,488
Export duties .. .. .	.. 139,670
Port and Harbour dues .. .. .	.. 182,975

The amount shown for Import duties includes \$175,409 which was raised from increased duties in aid of the Cocoa Industry.

(b) *Excise*.—The duties under this Head are classified as under :—

- (1) Rum and spirits manufactured for consumption in the Colony at \$3.12 per proof gallon ;
- (2) Petroleum Spirit manufactured and delivered for consumption in the Colony at 16c. per gallon.
- (3) Petroleum Oil manufactured and delivered for consumption in the Colony at 12c. per gallon ;
- (4) Beer at the rate of 17c. on every gallon ;
- (5) Deodorised Edible Oil manufactured and delivered for consumption in the Colony, 10c. per gallon ;
- (6) Lard Substitute manufactured and delivered for consumption in the Colony 42c. per 100 lb.
- (7) Matches manufactured and delivered for use in the Colony 6c. per gross boxes.

The yield for 1937 was as under :—

Rum and Spirits	..	..	..	\$999,361
Petroleum Oil and Spirit	..	..	..	805,438
Beer	..	..	..	8,309
Copra Products	..	..	..	52,999
Matches	..	..	..	5,359

(c) *Liquor Licences*.—A tax is levied on all spirit, wine and beer retailers and also on distillers and compounders. The tax varies according to :—

- (1) the situation of the premises on which the trade is carried on ;
- (2) the nature of the liquors retailed therein ; and
- (3) the quantities retailed at a time.

Yield for 1937	\$171,210
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(d) *Estate Duties*.—A tax is imposed on all property, real and personal which passes on the death of a person. The duties are divided into two parts :

- (1) Estate Duty which is a charge on the corpus of the estate at a scale rate ; and
- (2) Succession Duty charged on the value of the property passing to a successor, also at a scale rate varying according to the relationship of the successor to the predecessor :

Yield for 1937	—	—	—	\$83,672
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(e) *Stamp Duties*.—This is a charge on all classes of instruments referred to in the schedule to the Stamp Duties Ordinance, varying according to the nature of the instrument and in some classes to the consideration expressed therein :

Yield for 1937	\$101,273
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(f) *Land and Building Taxes*.—Under this Head all alienated lands are charged with tax at the rate of 1s. per acre and in the case of buildings a fixed rate is charged where the rental value of the building does not exceed \$24 per annum ; where the value exceeds that amount the rate is fixed at 7½ per cent. of the rental value :

Yield for 1937	\$430,150
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(g) *Vehicles*.—A tax is levied on all vehicles varying according to the particular class of vehicle, and in the case of motor propelled vehicles according to the weight. The duties collected in Municipal areas form part of the Municipal Revenue and in other areas the duty credited to General Revenue. From 1935 the tax on all Motor Vehicles is collected by Government and a refund made to the Municipalities.

During 1937, \$338,812 was credited to General Revenue, and the sum of \$98,879 was paid from General Revenue to the Municipalities in respect of Motor Vehicles kept within their areas.

(h) *Income Tax*.—This is a tax imposed on the income of all individuals exceeding \$1,200 net, *i.e.*, after deductions for wife, children and life insurance premiums, and is charged on a sliding scale of rates enumerated in the Income Tax Ordinance. In the case of Limited Liability Companies a flat rate of 12½ per cent. is payable on the chargeable income subject to relief in the hands of shareholders when such income is distributed. Life Assurance Companies pay a flat rate 2½ per cent. on the chargeable income

Yield for 1937	\$1,139,851
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(i) *Royalty on Oil and Asphalt*.—This tax is levied on all oil won from Crown Lands calculated either at a fixed amount per ton or a certain percentage of the market value. In the case of asphalt the rate is 60c. on each ton of crude asphalt or 84 cents on each ton or dried asphalt :

Yield for 1937	\$791,720
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(j) *Miscellaneous Licences*.—The yield from this source amounted to \$126,673 principally from licences to keep dogs and guns, for the sale of produce, registration of motor vehicles and licences to drivers of motor cars, and from Sweepstakes.

10. Out of a total revenue of \$12,252,785 revenue from taxation amounted to \$9,643,585.

SOCIAL AND ECONOMIC REPORT.

MISCELLANEOUS.

The year 1937 was marked in Trinidad and Tobago as elsewhere in the Empire by spontaneous demonstration of loyalty and affection to the Throne, on the occasion of the Coronation of Their Majesties the King and Queen. The Honourable Captain A. A. Cipriani attended the Ceremony in Westminster Abbey as a representative of the Colony, and in addition the Defence Forces of the Colony were represented in the procession.

In the month of June disturbances broke out in the Oilfields, and soon spread to all parts of the Island, resulting in loss of life, injury to persons and property, and a general interruption of the Island's social and economic progress. The work of the Constabulary and Local Forces and Volunteers in restoring order, and the manner in which they carried out their arduous duties, have been universally praised. Moreover, the Colony is under a deep debt of obligation to the Royal Navy and the Royal Marines for the invaluable assistance which they rendered. Restoration of

order unfortunately did not lead to an immediate return to confidence and it was found necessary to station in the southern part of the Island a Company of Regular Troops, brought here from Bermuda.

The United Kingdom members of the Royal Commission appointed by the Secretary of State for the Colonies to enquire into and report upon the origin and character of the disturbances arrived in the Colony on the 22nd August and immediately held meetings both public and private in Port-of-Spain and San Fernando. The members of the Commission paid visits to the leading oilfields, sugar and cocoa estates and sundry institutions in Trinidad, a visit was also paid to Tobago. The overseas members sailed for England on the 25th October.

His Excellency the Governor, Sir Murchison Fletcher, sailed for England on the 22nd November to confer with the Secretary of State in connection with matters dealing with the disturbances, and on his departure Sir Mark Young, Governor of Barbados, assumed the administration of the Government.

JOHN F. NICOLL,
Acting Colonial Secretary.



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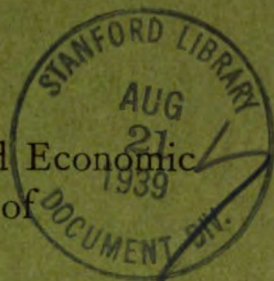
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I.—GEOGRAPHY, CLIMATE, AND HISTORY.

The Island of Zanzibar is situated in 6° South latitude and is separated from the mainland by a channel 22½ miles across at its narrowest part. It is the largest coralline island on the African coast, being 50 miles long by 24 miles broad (maximum measurements), and having an area of 640 square miles.

To the north-east, at a distance of 25 miles, lies the island of Pemba, in 5° South latitude. It is smaller than Zanzibar, being 42 miles long by about 14 miles broad (maximum measurements), and has an area of 380 square miles.

The normal annual rainfall amounts in Zanzibar to 58.59 inches and in Pemba to 73.25 inches. The rainy seasons are well defined, the heavy rains occurring in April and May prior to the setting in of the south-west monsoon and the light rains in

November and December before the north-east monsoon. The mean maximum temperature in Zanzibar is $84\cdot4^{\circ}$ F. and the mean minimum $76\cdot6^{\circ}$ F. The corresponding figures for Pemba are $86\cdot3^{\circ}$ F. and $76\cdot1^{\circ}$ F., respectively.

References to Zanzibar date back to early times. The Islands probably were known to the ancient Egyptians, Phoenicians, Assyrians, and Jews. The Hindus appear to have been settlers at a very early date and traces of Greek colonization are not lacking. From about the seventh century B.C., Zanzibar appears to have been closely connected with the Southern Arabian States. Bantu settlers probably made their appearance during the first five centuries A.D., and thereafter came also traders from China, Malaya, and the Persian Gulf. The Zenj Empire, founded about 975 A.D. by Ali bin Hassan, a Prince of Shiraz, was already declining when the Portuguese began the conquest of the East African littoral. During the sixteenth century the Arabs of the east coast invoked the aid of the Imams of Muscat to drive out the Portuguese on the ruins of whose power, in the seventeenth century, arose that of the Imams. The allegiance of Zanzibar to the latter was more or less nominal until 1832 when the Imam, Seyyid Said, transferred his capital from Muscat to Zanzibar. Under Seyyid Said's direction Zanzibar became, both politically and commercially, the metropolis of Eastern Africa. In 1861, by Lord Canning's Award, the Imam's African possessions became independent of Muscat.

In the year 1890 the supremacy of British interests in the Islands of Zanzibar and Pemba was recognized by France and Germany, and the Islands were declared a British Protectorate in accordance with conventions by which Great Britain waived all claims to Madagascar in favour of France and ceded Heligoland to Germany. In the same year the Sultan's mainland possessions which extended over the coast of East Africa from Warsheikh on the north to Tunghi Bay in the south were ceded to Germany, Great Britain, and Italy, respectively, the two latter paying rent for the territories under their protection, while the former acquired the Sultan's rights by the payment of a sum of £200,000. In 1905, Italy also acquired these rights by payment of a sum of £144,000.

In 1891, a regular Government was constituted with a British Representative as First Minister. In 1906, the Imperial Government assumed more direct control over the Protectorate and re-organized the Government. In 1911, Seyyid Ali abdicated the throne and was succeeded by the present ruler, Seyyid Khalifa bin Harub, G.C.M.G., G.B.E. On 1st July, 1913, the control of the Protectorate was transferred from the Foreign Office to the Colonial Office, legal effect being given to the change of administration in the following year when the Protectorate

Council and the Offices of High Commissioner, British Resident, and Chief Secretary were established. In 1925, the Office of High Commissioner was abolished. In 1926 Executive and Legislative Councils were constituted.

II.—GOVERNMENT.

The Government is administered by the British Resident who is appointed by Commission under His Majesty's Sign Manual and Signet and who exercises his functions under the Zanzibar Orders in Council of 1924 and 1925.

Questions of importance are referred to an Executive Council over which His Highness the Sultan himself presides, the Council consisting of His Highness the Sultan (President), the British Resident (Vice-President), the Chief Secretary, the Attorney-General, and the Financial Secretary (*ex officio* members), and three other senior officials appointed by the Sultan.

The Legislative Council consists of the British Resident (President), the Chief Secretary, the Attorney-General, and the Financial Secretary (*ex officio* members); and five official and six unofficial members appointed by the Sultan. His Highness has an unfettered discretion in the appointment of the unofficial members, but in practice consideration is given to the factor of community representation and the unofficial element is at present composed of three Arabs, two Indians, and one European.

Legislation consists of the Decrees of the Sultan, and certain Imperial Statutes of general application. Certain Indian Acts, such as the Code of Civil Procedure, etc., have been adapted to local requirements and enacted in the form of Decrees. His Highness's Decrees, when countersigned by the British Resident under Article 42 of the Zanzibar Order in Council, 1924, are binding upon all persons. The Mohammedan Law, declared in civil matters to be the fundamental law of His Highness's dominions, controls in some measure personal relationship and land tenure among the Islamic population.

The power of making Rules and Regulations under Decrees is vested in His Highness the Sultan in Executive Council.

Under existing arrangements, the island of Zanzibar is administered by a District Commissioner with an Assistant District Commissioner working under him. A similar arrangement obtains in the island of Pemba.

The District Commissioners and Assistant District Commissioners are granted judicial powers to various extents, but all the civil and most of the criminal work of the Districts is performed by the Resident Magistrates whose headquarters are in Zanzibar town and at Chake Chake in Pemba.

The District Commissioners are under the general direction of the Provincial Commissioner.

The Districts are divided into Mudirias, nine in the case of Pemba and seven, excluding the town area, in the case of Zanzibar. The Mudirias are further sub-divided into Shehias which consist of a number of scattered villages. In control of these units are officials designated Mudirs and Shehas respectively. Appointments of Shehas are made from the inhabitants of the Shehias and, in making them, the wishes of the majority of the people concerned are followed so far as is compatible with ability to perform the prescribed duties. Such appointments tend to be hereditary. Shehas receive salaries varying from Shs.22/50 to Shs.37/50 per month, but they are not expected to devote their full time to Government work. Their principal functions are to maintain order in their Shehias and to bring to the notice of higher authority any unusual occurrences that may take place. They are, as a rule, members of the District Courts to which reference will be made later. All births and deaths taking place in their Shehias are reported to them and, in certain selected instances, they act as brokers and auctioneers in connection with the administration of petty native estates. The position is one which is much sought after on account of the standing which the appointment gives the holder in the community. In immediate authority over the Shehas are the Mudirs, who are responsible to the District Commissioner for the maintenance of order throughout their units and for reporting to him any irregularities that may occur. Instructions to the Shehas which emanate from the District Commissioner are transmitted through them and they are responsible to him for their due execution. For administrative purposes, the native quarter (population 29,000) of Zanzibar town is divided into 16 areas each having its headman. These headmen, who work under the Town Mudir, correspond to the Shehas of the rural parts and receive salaries ranging from Shs.18 to Shs.27 per month.

District Courts.—These native tribunals, which were first established in 1926, are presided over by the Mudirs and are composed of the Shehas, together with two or more unofficial members who may be Arabs, Indians, or Africans. The offences justiciable by these Courts are prescribed by law, as is the maximum punishment which they may inflict.

III.—POPULATION.

The estimated population of the Zanzibar Protectorate at the end of the year 1938 was 241,792, a figure obtained from the 1931 census by the addition of the number of births in excess of deaths and of immigrants in excess of emigrants since the date

of the census. The following tables give statistics of the population and its racial and geographical distribution (1931 census):—

Population (1931 Census).

District.	Area in square miles.	Whites.		Coloured Population.		Total.	Total popula- tion of Pro- tectorate.
		Males.	Females.	Males.	Females.		
Zanzibar Island	640	167	76	72,653	64,845	137,741	} 235,428
Pemba Island	380	16	19	50,195	47,457	97,687	

Geographical Distribution (1931 Census).

ZANZIBAR ISLAND.

				Zanzibar Town.	Northern District.	Southern District.	Total.
Europeans	...	...	...	222	5	16	243
Arabs	...	...	...	6,578	1,536	3,366	11,480
Africans	...	...	...	26,641	37,068	49,439	113,148
British Indians	...	...	...	10,926	287	741	11,954
Portuguese Indians	...	...	...	882	3	4	889
Seychellians, Mauriti- ans, Chinese, Japanese, and others	...	...	...	27	—	—	27
Totals	...	...	...	45,276	38,899	53,566	137,741

PEMBA ISLAND.

				Wcte.	Chake	Mkoani.	Total.
Europeans	...	...	...	16	17	2	35
Arabs	...	...	...	10,024	6,954	4,943	21,921
Africans	...	...	...	28,802	25,982	18,534	73,318
British Indians	...	...	...	1,219	683	386	2,288
Portuguese Indians	...	...	...	28	42	45	115
Seychellians, Mauriti- ans, Chinese, Japanese, and others	...	...	...	10	—	—	10
Totals	...	...	...	40,099	33,678	23,910	97,687

The crude birth-rate for the whole Protectorate for all races was 14.1 per thousand and the death-rate 20.7, registration of births and deaths is unreliable. The infant mortality-rate is not known but it is believed that the correct rate may be 275 per thousand births. The information regarding these rates must, however, be regarded as tentative.

The following tables give the number of marriages registered and figures concerning immigration and emigration:—

Marriages.

In Zanzibar District marriages number 2,523 and in Pemba District 1,177.

Immigration and Emigration.

(1st January, 1938, to 31st December, 1938.)

<i>Nationality.</i>	<i>Immigration.</i>			<i>Emigration.</i>		
	<i>Ships and Air.</i>	<i>Dhows.</i>	<i>Total.</i>	<i>Ships and Air.</i>	<i>Dhows.</i>	<i>Total.</i>
Europeans ...	993	1	994	940	1	941
Indians ...	6,248	79	6,327	6,127	69	6,196
Arabs ...	1,274	1,027	2,301	928	1,359	2,287
Africans ...	5,534	1,318	6,852	5,053	1,949	7,002
Miscellaneous ...	507	95	602	457	12	469
Totals ...	14,556	2,520	17,076	13,505	3,390	16,895

Note.—In the above statistics, Somalis, Barawas, and Comorians have been shewn as Africans, and Shihiris as Arabs.

IV.—HEALTH.

The number of new cases, in-patients and surgical operations and the total attendances for treatment at Government institutions during the last five years are set out in the table below:—

	<i>1934.</i>	<i>1935.</i>	<i>1936.</i>	<i>1937.</i>	<i>1938.</i>
New cases ...	159,686	130,115	128,235	125,542	121,361
In-patients ...	4,463	3,853	4,413	4,685	5,099
Total attendances ...	536,242	444,175	459,170	448,379	406,639
Surgical operations (major) ...	1,299	1,151	1,016	954	1,218
Surgical operations (minor) ...	3,370	2,683	2,295	3,220	3,143

The following table shows the proportions in which the two sexes have been represented during the last six years at hospitals and dispensaries:—

	<i>1933.</i>	<i>1934.</i>	<i>1935.</i>	<i>1936.</i>	<i>1937.</i>	<i>1938.</i>
Males ...	74.5	73.6	73.9	71.4	72.8	73.0
Females ...	25.5	26.4	26.1	28.6	27.2	27.0

No major epidemics of infectious or contagious diseases occurred in the Protectorate. Malarial figures were lower both actually and proportionately. Malaria, however, as it appears in hospital returns represents cases from the outskirts of townships, rural African cases in general not troubling to seek treatment. Partly owing to the diminished incidence of malaria in Zanzibar Town and partly owing to a greater interest in the

investigation of the Enteric group of infections, more cases of typhoid fever and allied infections have come to light in Zanzibar Town this year. These cases seem to be related to the existence of a number of carriers.

The following table sets out the incidence of the various groups of disease met with during the last five years:—

	1934. <i>Per cent.</i>	1935. <i>Per cent.</i>	1936. <i>Per cent.</i>	1937. <i>Per cent.</i>	1938. <i>Per cent.</i>
Epidemic, endemic and infectious ...	13	12	13	14	15
Nervous ...	7	6	6	6	6
Respiratory ...	7	8	7	8	8
Digestive ...	27	30	26	26	26
Skin and cellular tissue ...	29	27	28	26	26
External causes ...	7	8	8	8	8
Others ...	10	9	12	12	11

Of the helminthic diseases, ankylostomiasis and ascariasis cases are included in the Digestive Group. Helminthis infestation is in a large proportion of cases of disease so indefinitely culpable as a main factor that the labelling of illnesses with helminthic names provides no certain indications of prevalence of helminthic disease. Ankylostomiasis as an infestation is almost universal among Africans; ascariasis is frequently encountered particularly from certain areas; bilharziasis is found among a very large proportion of school children especially in Pemba.

Much dental disease is still ascribed to definite neglect of hygienic principles among children. Food deficiency is also suspected as a factor, and as having too a relationship to the epidemicity of ulcers and to the general resistance of the people to infections. Nervous phenomena ascribable to avitaminosis have, however, been less strikingly encountered during this year.

Funzi, as a Leper Settlement, was abandoned in 1936. Those lepers from Zanzibar were transferred to the more congenial and convenient surroundings at Walezo where they are accommodated in huts on the slopes beyond the infirmary four miles from Zanzibar Town, while Pemba lepers were housed in a new settlement four miles north of Wete, at Makondeni. A few lepers are on parole in the districts. At Walezo, a ward is also maintained for tuberculosis cases which are passed on there from the hospitals and the tuberculosis clinic. Repatriation has been arranged in several cases of tuberculous patients originating from the mainland.

The activities of Government institutions may be summarized in the following table:—

	Zanzibar Island.		Pemba Island.		Total.
	Zanzibar Town.	District.	Towns.	District.	
Medical Units—					
European Hospital	I	—	—	—	I
Asiatic and African Hospital	I	2	3	—	6
Police Lines	I	—	—	—	I
Prison Infirmary	I	—	—	—	I
Mental Hospital	I	—	—	—	I
Infectious Diseases Hospital	I	—	—	—	I
Walezo Poor House	—	I	—	—	I
Makondeni Leper Colony ...	—	—	—	I	I
Eye Disease Clinic	I	—	—	—	I
School Clinic	I	—	—	—	I
Sub-Dispensaries	I	15	—	7	23
Walezo Leper Colony	—	I	—	—	I
Total	9	19	3	8	39
In-Patients—					
Beds available—					
European	14	—	—	—	14
Asiatic and African in hospitals	*118	14	105	—	237
Special Native hospital ...	81	192	—	—	273
Total	213	206	105	—	524
Cases admitted—					
European	104	—	—	—	104
Asiatic and African in hospitals	2,727	510	1,651	—	4,888
African in sub-dispensaries	—	107	—	—	107
Total	2,831	617	1,651	—	5,099
Out-Patient repetitions attendances—					
Hospitals	136,746	42,530	70,923	—	250,200
Sub-dispensaries	39,982	69,697	—	46,760	156,439
Total	176,728	112,227	70,923	46,760	406,638
Total New Cases—					
European	343	—	—	—	343
Asiatic and African in hospitals	32,167	12,464	27,819	—	72,450
African in sub-dispensaries ...	8,630	25,197	—	14,741	48,568
Total	41,140	37,661	27,819	14,741	121,361

* 20 extra temporary beds are in use on the verandah of Zanzibar Hospital.

V.—HOUSING.

Village Housing.

The usual type of native village house in Zanzibar and Pemba is a rectangular mud-walled hut with a coconut-palm thatched roof. The size and pattern vary in accordance with the affluence and tastes of the individual.

The majority of such houses have from two to four rooms and are rain-proof when in proper repair. The kitchen is often inside, though in some cases an additional hut is erected for this purpose. It is not usual to make elaborate sanitary arrangements. Some of the more advanced natives erect small shelters near their dwellings in which a cesspit is dug, others resort to the bush or the seashore. Practically all the country folk own their own houses, which they erect themselves.

This type of building is comparatively inexpensive, can be built to a great extent from material available on the spot or near-by, and is, on the whole, not ill-ventilated.

During the past ten years there has been a marked tendency towards a better type of native hut, the improvements including cement floors, ceiling, whitewashing, and lime plastering and washing.

Town Housing.

In the African quarter of the town of Zanzibar the houses are usually owned by the occupiers, but not the sites. The ground landlords are Indians and Arabs, and maximum ground rents are prescribed by the Ground Rent Restriction Decree. The houses are of the same type as those in the native villages.

In recent years active steps have been taken to improve the siting of all new dwellings. Ample space is allowed between each, and in new areas, sites of 50 feet by 25 feet are required for most houses. In the more crowded parts 30 feet by 25 feet, or 750 square feet, is the minimum. Due allowance is thus made for the outside kitchen and sanitary hut. The cesspit system is extensively used.

In the quarters of the town occupied by Arabs, Indians, and Europeans the houses are of stone and generally have corrugated iron roofs. There is considerable over-crowding among the poorer Indians and, owing to the narrow streets and the height of the houses, through ventilation is unsatisfactory. Cesspits are in general use and there is no sewerage system. Notwithstanding these defects it may be claimed that housing conditions in Zanzibar compare favourably with those of other crowded Oriental cities. Measures of amelioration present considerable difficulty but are carried out as opportunities occur.

A town-planning scheme is being prepared and will be gradually put into effect as funds permit. The water supply is plentiful, the water being of excellent quality. A high-pressure system was inaugurated in May, 1935.

The sanitary authorities of the town carry out constant inspections. In the older built-up areas continual efforts are made to minimize congestion and to give the proper space to every hut. Considerable progress has been effected in this direction.

There are no building societies.

VI.—NATURAL RESOURCES.

The developed land in the Protectorate, in the island of Zanzibar as well as in Pemba, lies mainly to the west of the centres of the two islands and has never been accurately surveyed.

Generally speaking most of the best land at higher elevations has been planted with cloves (of which the Protectorate produces about 83 per cent. of the world's supply) and that in the lower areas with coconuts.

The annual crops, while including a little tobacco and a considerable amount of citrus, certain quantities of which are exported each year, consist mainly of starches such as cassava, rice, maize, sweet potatoes, and a few yams with very small quantities of legumes of which the commonest are cowpeas and pigeon peas; but practically no oil bearing seeds are cultivated.

The crop year in Zanzibar opens in July and finishes the following June, and during the last 12 months a small crop of approximately 1½ lakhs of frasilas of cloves has been gathered following on a record crop of 13 lakhs for the previous year.

The manufacture of copra has continued to improve and in spite of a very considerable consumption for edible purposes and for the expression of oil an export figure of over 11,000 tons was reached in 1938.

There are no known mineral deposits and only one or two forests of little extent. Consequently no question has arisen of the control of concessionary rights for the development of timber or mineral resources. The cutting and removal of wood grown on Government land is prohibited except under written permit. Fish of exceptional quality and flavour are exceedingly plentiful, but the fisheries are not organized and depend for the main part on the catches made in fish traps and in the local "ngalawas" or dug-out canoes with outriggers.

The manufacture of agricultural products is confined to the distillation of oil from clove buds and stems, principally the latter, and to the expression of edible oil from copra, imported

groundnuts and sesame seeds. Large quantities of edible oil are consumed locally, no accurate figures of production being available.

235,518 lb. of clove bud and stem oil and 323,673 lb. of coconut oil were exported in 1938.

Of the land at present uncultivated the greater proportion will be required for pasturage if the local stock-industry is to be developed. At present live-stock are few in number, being estimated at not more than 30,000 of which only 6,900 are in Zanzibar, although conditions favour an increase in the numbers of cattle. Approximately 4,000 cattle are required annually by the local butchers in addition to those required for road transport and general farm work, and the high price maintained for fresh meat is said to be due to the shortage of good quality cattle locally.

Arable land is almost entirely privately owned, and a considerable acreage is heavily mortgaged. The Land Protection (Debts Settlement) Decree, which became law on 1st February, is designed to prevent the indigenous inhabitants from being dispossessed. The decree provides for the payment by Government of all debts, both secured and unsecured, which threaten agricultural land. The volume of indebtedness as revealed by the working of the decree is less than expected, being short of a quarter of a million sterling. This reduction in the estimated amount of outstanding indebtedness is no doubt due in part to the considerable total of repayment of debts made from the proceeds of the very large clove harvest of 1937-8. The legal estate in all land in respect of which debts are paid off under the decree will vest in Government until such time as the owners make repayment by arranged instalments spread over a number of years.

The Agricultural Produce Export Decree (No. 3 of 1934) and the Adulteration of Produce Decree (No. 19 of 1934) are still in operation. Under the former, by Rules, an additional grade of cloves known as "Intermediate Grade" has been established, the standards falling between those of Grade I and Grade II. This grade is intended to serve the Indian market, which demands a high quality product, when supplies of Grade I cloves are not available. Minor changes were made in the standards of grades which were in existence prior to 1938.

Small-Holdings Experiment.

MAHONDA.

During the year 1934 an experiment was made with regard to the disposal of part of one of the Government estates by allotting it in small portions to peasant cultivators with whom, in the opinion of many competent observers, lies the best hope for the development of the Protectorate.

The idea underlying the scheme was to provide each holder with a suitable area of land in one or more portions on which he might cultivate cloves, coconuts, fruit and ground crops. He and his family would provide the labour for harvesting his cloves as and when they ripened, while his other crops would occupy him at other times and would provide food and a surplus for sale.

As suitable applicants of the type desired are not as a rule in possession of ready money of sufficient amount to pay for their holdings, a system of payment by instalments over a period of seven years was adopted.

The plots vary in size between one and four acres and, although a few of the holders have made permanent or temporary abodes on their holdings, the majority continue to reside in established homes in the vicinity. The majority of the holders are still in arrear with the payment of instalments, never having fully recovered from the comparatively poor clove harvests of 1935-6 and 1936-7. There are some who have made little effort to reduce their arrears and leases have, in certain cases, been determined.

Taking the holdings as a whole, it may be said that more food crop cultivation was in evidence towards the end of 1938 than at any time previously.

KITOPE.

The former Government plantation of Kitope, 685 acres in area, lies about two miles east of Mile 13 on the North Road. It was originally divided into two parts by a fire belt, two-thirds consisting of cloves and coconuts, the remainder consisting of bush with a few scattered coconuts.

Owing to its inaccessible situation and to its distance from other Government-owned properties, it proved both uneconomic and difficult to manage. It was therefore decided, in 1934, to dispose of it. The Government plantation of Mahonda referred to above was, at this time, being divided into plots varying in size from one to five acres, and Kitope was therefore divided into larger units for sale to men of some financial standing.

The cultivated area was accordingly divided into six blocks making, with the bush area, seven lots in all.

It was reported at the end of 1938 that, on the whole, the development of Kitope under the new arrangements may be said to be satisfactory.

VII.—COMMERCE.

1. The trade of the Protectorate, both external and internal, is influenced mainly by the volume and value of the clove crop

and to a lesser degree by the value of the exports of domestic copra.

Over a period of five normal years, these two crops averaged approximately 82 per cent. of the total domestic exports.

Clove exports to India were naturally affected by the Indian clove boycott during 1937 and 1938, but owing to the marketing conditions whereby all cloves offered for sale by the producers were immediately purchased by the Clove Growers' Association, imports and internal trade were unaffected as the purchasing power of the population was not dependent on the volume of exports.

The trade prosperity experienced during the greater part of 1937 continued well into 1938 but conditions deteriorated considerably during the latter half of the year due to the exceptionally small clove harvest for the 1938-9 season.

With the exception of a small quantity of locally-grown food-stuffs, all food and other requirements are imported.

The following table shows the total value of imports, domestic exports and re-exports (including bullion and specie) during the five years 1934-8:—

Year.			Imports.	Domestic Exports.	Re-Exports.
			£	£	£
1934	...	...	767,038	592,864	172,163
1935	...	...	974,791	656,404	262,160
1936	...	...	871,072	801,286	235,265
1937	...	...	1,229,831	663,258	210,570
1938	...	...	993,521	662,953	181,867

Imports.—The decrease of £110,000 in the value of imports excluding bullion and specie is chiefly accounted for by rice, millet, sugar, copra, ivory, cotton and silk piece goods, bags and sacks and kerosene oil.

Domestic Exports.—The principal decreases under domestic exports are copra and mangrove bark, but cloves and clove stem oil show increases.

Re-Exports.—The decrease is chiefly accounted for by ivory, millet, silk piece goods and sisal.

A table showing percentages of total imports from the principal countries of supply together with percentages for the Empire and the foreign countries for the years 1934-8:—

Countries.			Years.				
			1934.	1935.	1936.	1937.	1938.
Great Britain	...	...	16·92	21·02	20·97	22·88	13·77
India	...	...	15·78	7·14	8·65	8·24	9·83
Burma	...	...	12·64	10·40	8·08	11·46	12·06
Tanganyika	...	...	56·27	5·74	5·76	6·41	5·78
Kenya and Uganda	...	...	4·94	4·42	5·30	5·38	6·33
Australia	...	...	1·41	3·16	2·96	1·82	2·43
All other British Empire...	...	...	1·30	1·64	1·86	1·11	3·10
Total Empire	...	...	59·26	53·52	53·58	57·30	53·30

<i>Countries.</i>	<i>Years.</i>				
	1934.	1935.	1936.	1937.	1938.
Japan	10.95	13.27	13.70	13.84	12.43
Dutch East Indies ...	6.38	6.20	6.06	5.39	5.20
United States of America	2.66	2.63	2.87	2.70	3.15
Holland	4.37	3.99	3.89	4.31	5.69
Germany	1.03	1.27	1.43	1.39	1.96
Persia	1.58	3.60	2.12	3.06	3.40
Portuguese East Africa ...	2.18	2.41	2.22	1.31	1.63
Siam	—	3.27	4.73	1.46	2.02
Belgian Congo ... ..	.92	.96	2.22	1.71	.97
All other foreign countries	8.65	7.07	5.35	6.00	8.39
Total foreign countries ...	38.72	44.67	44.59	41.17	44.84
By Parcel Post	2.02	1.81	1.83	1.53	1.86

The percentages of total domestic exports to principal countries of destination and the percentages for the Empire and the foreign countries for the last five years 1934-8 were:—

<i>Countries.</i>	<i>Years.</i>				
	1934.	1935.	1936.	1937.	1938.
Great Britain	7.26	3.97	3.69	7.56	4.58
India	25.25	28.92	25.67	9.48	15.59
All other British Empire...	3.02	3.17	3.36	4.55	4.40
Total Empire	35.53	36.06	32.72	21.59	24.57
Dutch East Indies ...	33.34	31.49	38.07	30.11	46.64
France	1.52	8.94	15.58	19.20	12.57
Italy	10.68	9.00	.21	8.37	1.90
United States of America	11.93	5.91	6.90	8.49	7.20
Germany	2.27	2.89	2.63	6.33	1.13
Holland ... ..	.69	1.92	.36	2.14	.46
All other foreign countries	4.04	3.79	3.53	3.77	5.53
Total foreign countries ...	64.47	63.94	67.28	78.41	75.43

Cloves mainly accounted for the decrease against Great Britain and the increases against India and Dutch East Indies. The decrease against France and Italy is accounted for by copra.

The following is a statement showing principal countries of supply of chief items during the last two years 1937-8:—

Item.	Unit.	1937.		1938.		Principal Countries of Supply.
		Quantity.	Value.	Quantity.	Value.	
Rice	cwt.	387,190	£ 162,080	346,752	£ 143,036	Burma 117; Siam 17; India 8.
Cotton piece goods	lin. yd.	6,509,915	112,615	5,957,045	103,336	Japan 48; Holland 31; Great Britain 14; India 6; Arabia 4.
Motor spirit and petroleum	Imp. gall.	1,831,484	68,905	1,497,615	61,248	Persia 33; Dutch East Indies 21; United States of America 7.
Ivory	cwt.	1,142	45,653	776	26,246	Belgian Congo 10; Tanganyika Territory 8; Uganda 4; Kenya Colony 2.
Wheat flour	cwt.	47,650	31,965	54,950	29,974	Australia 24; India 6.
Sugar	cwt.	103,833	41,433	79,404	33,409	Dutch East Indies 27; Portuguese East Africa 6.
Tobacco and cigarettes, manufactured.	lb.	206,038	27,835	214,416	29,089	Great Britain 14; Holland 14.
Silk and artificial silk piece goods.	lin. yd.	1,051,466	34,519	756,792	21,723	Japan 18; China 3.
Tea	lb.	400,691	17,134	480,226	17,072	Kenya Colony 10; Dutch East Indies 3; Japan 2.
Sesame	ton	1,280	17,659	1,300	15,179	Tanganyika Territory 10; Portuguese East Africa 5.
Ghee (clarified butter)	lb.	401,327	16,581	409,428	17,822	India 6; Kenya Colony 5; Tanganyika Territory 3; Socotra 1; Arabia 1.

The following statement shows the principal items of exports to the chief countries of destination during the last two years 1937 and 1938.

Item.	Unit.	1937.		1938.		Principal Countries of Destination.
		Quantity.	Value.	Quantity.	Value.	
Cloves	cwt.	121,128	£ 411,654	157,203	£ 514,964	<i>Value £'000.</i> Dutch East Indies 309; India 102; United States of America 47; Portuguese India 16; Aden 7; Great Britain 6; Germany 6; Egypt 4; Australia 3; Canada 2; Straits Settlements 2; Burma 2; Union of South Africa 2.
Copra	ton	14,896	211,054	11,964	99,648	France 85; Italy 12; Germany 1.
Ivory	cwt.	1,162	52,901	874	31,601	India 19; Great Britain 8; China 3.
Cotton piece goods	lin. yd.	1,844,728	28,056	1,948,815	31,209	Tanganyika Territory 26; Kenya Colony 4.
Motor spirit and petroleum	Imp. gall.	516,852	14,923	545,976	18,143	Tanganyika Territory 18.
Sesame oil	lb.	418,194	6,948	419,830	6,229	Italian Somaliland 5; Arabia 1.
Clove oil	lb.	95,269	11,821	235,518	24,366	Great Britain 22; Holland 1.

Ivory, cotton piece-goods and petroleum are re-exports and fluctuate considerably. Clove and stem oil exports have increased owing to a better demand from Great Britain.

The following statement shows the value of imports and exports of coin for the last five years 1934-8:—

<i>Imports.</i>		1934.	1935.	1936.	1937.	1938.
		£	£	£	£	£
Great Britain	...	4,657	58,754	76,700	148,100	3,300
India	... ..	54,183	291	—	150	1,381
Other countries	...	—	505	96	294	9,744
<i>Exports.</i>						
India	... ..	1,942	60,780	37,484	79	—
Other countries	...	302	280	—	—	—

Note.—The value of currency notes are excluded in the above table as they are not entered at their face value in the statistics.

The change noted in the countries of supply of coin from 1935, is accounted for by a change of currency from the Indian rupee to the East African shilling. The Currency Decree changing the coinage was enacted in December, 1935, and came into operation on the 1st January, 1936.

VIII.—LABOUR.

The adult male population of the Protectorate, as revealed by the Census of 1931, was 87,677, of which 48 per cent. were reported to be either plantation owners or peasant proprietors. Plantation and general labourers constituted 13 per cent., fishermen and sailors 9 per cent., shopkeepers 6 per cent., civil servants 5 per cent., undefined workers (skilled and unskilled) 4 per cent. and domestic servants 3 per cent. Of the remaining 12 per cent., 3 per cent. were returned as either blacksmiths, mechanics, carpenters, masons, potters or lime-burners.

Labour is employed principally on plantation cleaning, clove harvesting, public works and portage. The local peasant proprietor cultivates ground crops but does not normally engage in the hoeing and cleaning of clove and coconut plantations. For this purpose mainland natives visit the Protectorate, some remaining only a few months, others for several years. These immigrants are hard-working and accumulate considerable savings which they eventually take back to their homes.

Clove-harvesting labour is supplied by the natives of the Protectorate and consists, for the most part, of small peasant proprietors who work on their own account save during the clove harvest when they take part in the harvesting operations on the larger estates. It is not without significance that an appreciable

proportion of these peasant proprietors proceed, year after year, to the same plantation where during the comparatively short picking season they live in specially erected huts made of the plaited leaves of the coconut palm. Their manner of life is akin to that to which they are accustomed in their own homes whilst their dietary is a more ample one, for meat is within their reach at this season and more fish is consumed than normally. In the more prolific harvests several thousands migrate to the sister island of Pemba, which is eight hours journey from Zanzibar; they are transported thereto in the Government steamers and are on arrival conveyed in motor vehicles, at the expense of the plantation owners, from the port of disembarkation to the scene of their labours.

This labour readily offers itself to contract for an average period of two months. Wages are by piece-work, and vary according to the density of the crop in the area in which the labourer is employed and to the size of the crop generally.

Local labour is capable of picking the clove crop, but when there is an abnormally heavy crop, the demand for labour exceeds the local supply of labourers who are willing to work. Formerly, a certain amount of mainland labour was recruited on such occasions but, in recent years, the tribes from which such labour was recruited have increasingly taken to the cultivation of economic crops, with the result that there is no longer the same incentive to leave their homes in search of work.

The clove harvest of 1938-9 was extremely poor, deliveries from 1st July, 1938, to 31st December, 1938, the first half of the seasonal year, being only 76,291 frasilas. As a result there has been little employment of village labour in clove picking and the consequent shortage of ready cash has caused an appreciable increase in the planting of food crops by the people.

A limited number of natives are employed as dock and warehouse porters, principally in Zanzibar Town. The work is heavy, but the wages are good.

No mining developments have so far taken place in the Protectorate. Industrial undertakings are confined to Zanzibar Town where there is a clove oil distillery and a few small establishments devoted to the manufacture of ice, mineral water, and soap. The employees live in their own quarters in the native area of the town.

Domestic service is performed by males, a few women being employed as nursemaids although the service is usually performed by males. The extent to which female labour is employed in the Protectorate is best conveyed in the expression that "even the washerwomen are men."

The following labour legislation has, up to the present, been enacted:—

The Master and Native Servants Decree, which regulates the relations between employers and native servants and controls the recruiting and engagement of natives for service within or without the Protectorate.

The Trade Union Decree, which legalizes trade unions.

The Apprentices Decree, which provides for the control and regulation of apprenticeships.

The Forced Labour (Prohibition) Decree, which prohibits compulsory labour in the Protectorate.

The Employment of Women, Children and Young Persons (Restriction) Decree, which restricts the employment of women, children and young persons.

The Native Seamen Engagement Decree, which regulates the engagement of native seamen in ocean-going vessels.

The Minimum Wages Decree, which vests in His Highness the Sultan in Executive Council the power to fix minimum wages in respect of any particular occupation or trade in any District of the Protectorate.

It has not yet been found necessary to apply the last-named Decree to any particular occupation or trade in any part of the Protectorate.

IX.—WAGES AND COST OF LIVING.

The various kinds of labour in which the inhabitants of the Protectorate are engaged are specified in Chapter VIII—Labour.

The natives in rural areas employed in the hoeing and cleaning of clove and coconut plantations are paid at the rate approximately of 65 cents per diem or Shs.15 per mensem.

In clove harvesting, wages are by piecework and vary according to the density of the crop in the area in which the labourer is employed and the size of the crop generally. The ruling rates are from 10 to 20 cents a pishi of green cloves (about 4 lb.). An energetic picker can earn up to Shs.3.00 per diem.

Labourers employed by the Public Works Department or by the public on similar services are paid 75 cents per diem in the country and 85 cents in the town of Zanzibar for an eight-hour day. When monthly payments are arranged, Shs.25 is an average figure.

In domestic service, wages vary from 12 to 55 shillings a month according to the attainments of the servant.

As much as Shs.1.30 cents to Shs.2.25 cents per diem can be earned by dock and warehouse porters. This work is principally piecework.

It may be stated that the cost of living for an African labourer is approximately as follows:—

	<i>Married.</i>	<i>Single.</i>
Town ...	Shs.22 per month ...	Shs.15 per month.
Country ...	Shs.18 per month ...	Shs.12 per month.

The principal items of food and the daily expenditure of an African labourer thereon may be stated as follows:—

(100 cents = Sh.1.)

	<i>Cents.</i>
Fish	20
Rice	15
Cassava	10
Bread	10
Tea	10
	—
Total	65
	= Shs.4.55 a week.

In regard to Europeans, it may be stated very generally that the minimum cost of living for a single man is £300 per annum, and for a married man £450 per annum.

X.—EDUCATION AND WELFARE INSTITUTIONS.

Arab and African Education.

The education of Arabs and Africans devolves almost entirely on Government. Three missions (the Universities' Mission to Central Africa, the Society of the Holy Ghost, and the Friends' Industrial) operate in the Protectorate but Islamic influence is supreme and the educational activities of Christian missions are in consequence very much restricted to mainland adults and children resident in Zanzibar.

The most important task is to provide suitable elementary education for the rural masses who are predominantly agricultural.

Until 1927 Government educational activities were confined to boys but during the last ten years some provision has been made for the education of girls and it is the policy of the Government to extend these facilities as widely as possible.

Owing to the very limited demand for artisans, Government industrial education is confined to the training of a small number of carpenters and metal-workers in the Public Works Department, and a class for tailor apprentices in the Government Central School, Zanzibar. The Society of the Holy Ghost has an industrial school in Zanzibar where a few African boys are taught carpentry, smithery, painting and building.

The Rural Middle Boarding School at Dole, inaugurated in 1935, provides a further four years education for rural pupils who have already completed the elementary four-year course provided in village schools. The syllabus is practical, and includes, in addition to the ordinary school subjects, which are taught as far as possible with a rural bias, nature study, general and rural science, physiology, elementary surveying, carpentry, various native handicrafts and agriculture. In addition the pupils run their own poultry club under the supervision of one of the teachers. There were 125 pupils at the end of 1938. The health of the pupils has been excellent, a fact due to the situation of the school on the Dole ridge, regular hours and good food, and the joy which the pupils take in the manual and outdoor activities of the schools. The buildings are of native style.

In April, 1938, two officers were appointed to conduct an enquiry into the question of rural education in the Protectorate with the following terms of reference:—

(1) To examine and report upon present failures and difficulties in the system of rural education in the Zanzibar Protectorate: the investigation to include present policy, its administration and all aspects of teaching in the rural schools; and

(2) To make a study of the social and economic structure of village communities upon which to base recommendations for future educational policy for rural schools, with special reference to the question whether a system of rural education based primarily on the Jeanes ideas could be applied with success in Zanzibar.

The enquiry had not been completed at the end of the year.

In 1935, the Government opened a secondary school offering a four-year course designed to equip boys for Government and business posts for which a university education is not necessary.

Government and missionary educational institutions may be summarized as follows.

GOVERNMENT.

(a) *Boys.*

There are fifteen elementary rural schools providing a four-year vernacular course. One of these is urban but the remainder are rural. All these elementary schools follow the same curriculum which comprises Swahili, arithmetic, geography, physical exercises, hygiene, gardening and Mohammedan religious instruction. A little nature study is included where members of the staff possess the necessary knowledge.

Two urban central schools, one in Zanzibar and the other in Pemba, provide an eight-year elementary-middle course. The elementary course is the same as in rural schools except

that gardening is not taught. During the last four years the subjects in the elementary school curriculum are carried further while English and history are added. The Zanzibar school comprises a three-year tailoring course for selected boys. It was decided at the end of 1935 to close down gradually the middle section of the Pemba central school as it was not justifying the expenditure involved. This middle school ceased to exist at the end of 1938.

A rural boarding school provides a four-year middle course, including English, for boys who have completed the elementary course in rural schools.

There is a secondary school, open to all nationalities, with 96 pupils.

An adult evening school is provided for illiterates and has a roll of 116 pupils.

(b) Girls.

An urban school providing an eight-year elementary-middle course with 333 girls of whom 61 were boarders. The curriculum stresses practical activities which include cookery, housewifery, needlework, child welfare and mothercraft.

Two elementary schools in Pemba with 49 girls on roll, and one in Zanzibar with 17 girls on roll.

In Government elementary and middle schools there were 1,675 boys and 399 girls on the rolls. Of these 1,109 were attending urban schools and 965 were pupils of rural schools.

MISSIONS.

Mission educational activities are as follows:—

African.

Universities' Mission to Central Africa:

	M.	F.
St. Paul's High School	58	—
Five day schools with total of	45	43
One adult night school	60	—

Holy Ghost Mission (Roman Catholic):

Two elementary native schools with total of	28	19
Nine adult district schools with total of	85	8

Friends' Industrial Mission:

Boarding school with total of	5	2
Day school with total of	—	3

Indian.

Holy Ghost Mission (Roman Catholic):

St. Joseph's Convent School	81	116
St. Joseph's Middle School	15	—

COMMUNITY SCHOOLS.

Comorian.—The Comorian community maintains a small elementary school with boys' and girls' departments conducted separately in the same building.

Indian Education.

The Government grant-in-aid system is based on salary expenditure. Five schools managed by Indian communities are in receipt of grants, while in 1937 a special grant which amounted to approximately 66 per cent. of recurrent expenditure, was given to a large undenominational school. The total roll of pupils in Indian-aided schools was 932 boys and 657 girls, while in unaided schools there were 438 boys and 305 girls, a total of 2,332 pupils in Indian schools, or 2,529 if to this figure be added 81 boys and 116 girls of a convent school conducted by the Society of the Holy Ghost. All these schools are urban, and the majority of Indian children of school age are under instruction.

Four of the Indian schools supply a full education up to the "middle" stage; the remainder are elementary only or elementary and middle.

In 1936 it was decided that Indian pupils might be admitted to the Rural Middle Boarding School described above, on condition that they had an adequate knowledge of Swahili and were willing to accept all the rules of the school, especially as regards food, clothing and worship.

Medical Inspection and Care.

Routine medical inspections are carried out in all Government schools, and, as far as possible, in grant-aided schools also, and history sheets are kept. Routine inspections are followed up by treatment when required. Casual sickness is treated at rural dispensaries and, in the case of schools in Zanzibar city, at a school clinic and the Government hospital.

Full dental treatment was accorded to pupils of the Arab Girls' School and much conservative work was carried out among pupils of the Government Central School. In all 1,278 children received clinical attention.

Welfare Institutions.

The Government poorhouse, situated at Welezo, is administered by the Roman Catholic Mission under the control of the Director of Medical Services. The mission receives a grant from the Government based on the number of inmates.

This institution recently sustained a great loss through the death of Sister Friedeberta, M.B.E., whose outstanding personality and devoted services for many years in the Protectorate will long be remembered.

Provident Scheme.

Government officials (Europeans and Asiatics) have the benefit of widows' and orphans' pensions contributory schemes.

A provident scheme is under consideration for the staff of aided schools.

Recreations.

In the schools, football and cricket are organized and encouraged by annual school competitions. Adult sports are organized most efficiently by the Sports Association, under whose auspices, with the aid of a Government grant and legal authority, the extensive recreation park, which forms the chief "lung" of the city, is maintained and fully used for various league and other matches, both adult and juvenile. Football and cricket are the chief games; in 1931, athletic sports open to all comers were instituted.

Scouting and Cubbing continue to be very popular with boys of all communities in Zanzibar town. At the end of 1938 there were six Arab and African and three Indian troops of Boy Scouts as well as four Arab and African and four Indian packs of Wolf Cubs, with a total of 213 boy scouts and 150 wolf cubs. The local association also contained 11 scouters and 10 cubbers.

The Girl Guide movement in Zanzibar is steadily growing, and another new company was formed in July, 1937, of girls from St. Joseph's Convent. This brings the existing total to four Guide Companies and one Bluebird Flock. Lack of suitably trained guiders has been a slight drawback, but training classes have been started with a view to gaining local and permanent guiders. An Executive Committee and local Association were formed during the year, including ladies representing all communities. There only remains one lady member of the original committee formed by Lady Baden-Powell, and much praise is due to her for hard work in the interest of the Girl Guides of Zanzibar.

XI.—COMMUNICATIONS AND TRANSPORT.

Roads.

In the Zanzibar town area certain sections of the bazaar streets are surfaced with pre-cast concrete slabs, making a surface that is well washed by every shower of rain.

Within the boundary of Zanzibar town there are nine miles of waterproofed roads other than bazaar streets.

The following are the principal country roads in **Zanzibar**:—

Chwaka Road ...	21	miles.	Road from Zanzibar town across the Island to east coast.
Mkokotoni Road	23	„	Road from Zanzibar town to Northern District.
Kinyasini Road...	12	„	A loop road on Mkokotoni Road.
Makunduchi Road	41	„	Road from Zanzibar town to south of Island.
Fumba Road ...	14.75	„	Road from Zanzibar town to south of Island.
Mchangani Road	6.25	„	Road from Chwaka Road through centre of fertile area.
Ndagaa Road ...	5.75	„	Road from Chwaka Road through centre of fertile area.
Mangapwani Road	7.25	„	Road from Mkokotoni Road to west coast.
Princess Marie Louise Road.	7.50	„	Road running north and west joining Chwaka Road with Mkokotoni Road.
Peake Road	6	„	Road from Mchangani to Kinyasini.

The following are the principal roads in **Pemba**:—

Mkoani-Wete ...	37.65	miles.	Road from the south-west to the north-west of the Island.
Mwembeduka-Kengeja Road.	4.20	„	Road from Mkoani-Wete to south-east of the Island.
Chake Chake-Wesha Road.	4	„	Road from town of Chake Chake to its port.
Wete-Matanga-twani Road.	7.80	„	Road from Wete to north of the Island.

The following feeder roads link up the remoter areas to the main-road system:—

Zanzibar.

Uroa Road ...	5.25	miles.	Northwards along the east coast from Chwaka.
Paje Road ...	6	„	Eastwards from mile 24 on the Makunduchi Road.
Jamblani Road ...	5.5	„	Southwards from Paje along the east coast.
Bwejuu Road ...	2	„	Northwards from Paje along the east coast.

Pemba.

Mtambwe Road...	6½	„	Eastwards from the Mtambwe peninsula to the main-road system.
Jambangome Road.	2	„	Eastwards from Jambangome to the main-road system.
Gando Road	8	„	Southwards from Gando to the main-road system.

In addition to the above, feeder roads are in course of construction from Kinyasini to Kiwengwa (Zanzibar) and from Ngwachani to Chambani and Kinyasini to Chumba (Pemba).

Railways and Tramways.

Nil.

Air Services.

Messrs. Wilson Airways maintain a bi-weekly mail and passenger service between Zanzibar, Dar-es-Salaam, Tanga, Mombasa and Nairobi, connecting with the Imperial Airways London-Cape service at Mombasa.

The Zanzibar aerodrome has been enlarged.

In Pemba the aerodrome constructed in 1935 was maintained.

Omnibuses.

There are approximately 229 omnibuses running over the roads in Zanzibar and Pemba. They vary in size and type, but the majority carry 13 passengers besides the driver. This mode of transport is very popular and is much used by the natives. Fares are low; in the longer runs (up to about 40 miles) the charge is only Shs.1.

Posts.

During the year 556 vessels arrived and 528 sailed with mails, compared with 608 and 569 respectively, for the previous year.

A comparative statement of articles dealt with in 1937 and 1938 is given below:—

				1937.	1938.
<i>Letter mail (approximately)—</i>					
Foreign	...	...	...	897,700	804,900
Inland	...	...	...	152,800	158,300
Transit	...	...	...	25,600	30,900
<i>Parcel mail (actual)—</i>					
Inland	...	...	...	136	68
Foreign	...	...	...	9,181	8,931
				<hr/>	<hr/>
				1,085,417	1,003,099
				<hr/>	<hr/>

The feeder air service was maintained with marked regularity except on the occasions when the Imperial Airway machines were not up to schedule.

The "All Up" service that was at first confined to countries on the England-South Africa section, was extended to countries on the England-Malaya section in February; to Australia, New Zealand and their dependencies, Fiji, and the territories under the jurisdiction of the High Commissioner for Western Pacific in July, and to Hong Kong in September. Correspondence to those countries can now be sent by this service from Zanzibar at the ordinary rate of postage of 20 cents per half ounce.

127 parcels were received from Kenya and Tanganyika by air. The air parcel service between England and Zanzibar was discontinued in 1937. No parcels were despatched from Zanzibar.

Cables, Wireless, Telegraphs and Telephones.

Cable communication with Europe, South Africa and the Orient is maintained by Cable and Wireless Limited.

There is a wireless station in Zanzibar and one in Pemba which have been in operation since 1908 and have a guaranteed range of 300 and 150 miles, respectively. The primary reason for the installation of these stations was the necessity for direct communication between the two Islands. The stations deal with some 8,000 messages, including press and meteorological messages, annually.

There are no inland telegraphs in either Island.

Telephone systems are in operation in Zanzibar and Pemba.

Shipping.

The total number of ocean-going vessels which called at the Port of Zanzibar during the year 1938 was 322, representing a total of net registered tonnage of 1,594,568; a decrease of 44 ships and 102,373 net tons as compared with figures for 1937.

The total number of coasting vessels entered during 1938 was 300 with a net registered tonnage of 157,887, a decrease of 19 ships and 42,497 net tons over 1937 figures.

During 1938 the number of native vessels entered was 2,656 with an aggregate tonnage of 53,933, as compared with 2,777 vessels of 57,084 tons in 1937.

Steamship Services.

The Union-Castle Mail Steamship Company, Limited, maintained a service to and from London via Suez and via the Cape, monthly in each direction.

The British India Steam Navigation Company, Limited, maintained a monthly service between London and Beira via Suez, and a fortnightly service both ways between Bombay and Durban. The company also operated a weekly coastal service between Lamu and Mikindani.

The Indian African Line (The Bank Line, Limited), maintained a monthly passenger and freight service both ways between Rangoon and Cape Town calling at Colombo, Madras and Calcutta.

The Clan-Ellerman-Harrison Line maintained a three-weekly cargo service from Glasgow via Liverpool and Suez to Dar-es-Salaam.

The Osaka Syosen Kaisya provided a monthly passenger and cargo service both ways between Japan via East and South African ports to Buenos Aires.

La Compagnie des Messageries Maritimes maintained a fortnightly service both ways between Marseilles and Mauritius via Suez, East African ports, Comoro Islands and Madagascar.

The American South African Line, Inc. provided a monthly service from New York via South African ports to Mombasa and back via South African ports and Trinidad.

Lloyd Triestino S.A. (of Trieste) maintained a monthly service from Trieste via Suez and East African ports to Cape Town and back via Suez, Marseilles, Genoa and Venice.

The Hamburg-Amerika, the Deutsche Ost-Africa and the Woermann Lines maintained a monthly service from Hamburg via Suez and the Cape in each direction. The Deutsche Ost-Afrika Linie also operated a monthly coastal feeder service between Mombasa and Mikindani.

The Robin Line steamers called monthly on a New York and East African service.

The Holland-Afrika Lijn maintained a service to and from Hamburg via Suez and via the Cape monthly in each direction.

The Koninklijke Paketvaart Maatschappij provided a monthly service between Zanzibar and Shanghai, accepting passengers and cargo also for Java, Australia, New Zealand and Pacific Coast Ports.

The Zanzibar Government steamers maintained a weekly service between Zanzibar and Pemba and between Zanzibar and Dar-es-Salaam.

Port Facilities, Zanzibar.

In addition to the anchorage afforded in the harbour, there is a wharf 800 feet long, capable of berthing ships alongside up to 400 feet in length and giving a depth of water at L.W.O.S.T. of 20 feet.

The wharf is fitted with five electrically operated cranes which enable merchandise to be expeditiously handled. Spacious transit sheds are provided for exports and imports and an additional shed for the inspection of agricultural produce.

A supply of water to shipping is available at the wharf, the rate of supply being 150 tons per hour.

Protection to lighters, water boats, and other small craft is afforded by the inner basin, which is sheltered by a breakwater.

A lighterage service is provided by the African Wharfage Company.

The tourist Traffic Committee has reorganized the guides available for visitors and has standardized the fares for rickshaw hire and guides' payment.

The Associated Motor and Rowing Boat Company has taken over the whole hire boat business in connection with Tourist Traffic which has resulted in a great improvement in organization. Fixed prices are charged and clearly published.

In conjunction with Government a small pamphlet entitled "Zanzibar, Gateway to East Africa: Home of the Clove", has been reprinted from The Geographical Magazine. This is available on request and is also obtainable from the East African Publicity Office, 2, Maritime House, Loveday Street, Johannesburg, South Africa.

XII.—PUBLIC WORKS.

Public Works Extraordinary.—Owing to the clove dispute and consequent uncertainty as to revenue, the Extraordinary Works programme was considerably curtailed.

Public Works Recurrent.—Maintenance on a normal scale was carried out on harbour works, roads, water supplies and buildings. Special repairs to wharf decking were continued.

Loan Works.— $1\frac{1}{2}$ miles of road were reconstructed and $7\frac{1}{4}$ miles of road, first water-proofed in 1937, received a second coat. A contribution towards the cost of this was received from the Colonial Development Fund.

XIII.—JUSTICE, POLICE, AND PRISONS.

Justice.

Justice, in suits in which persons subject to the Zanzibar Order in Council, 1924, are concerned, is administered by His Britannic Majesty's High Court and the courts subordinate thereto. The persons subject to the Zanzibar Order in Council, 1924, are (a) British subjects, (b) British protected persons, (c) foreigners in respect of whom His Highness the Sultan of Zanzibar has decreed, or whose Government has agreed to, the exercise of jurisdiction by His Majesty, and (d) Zanzibar subjects in the regular service of the subjects and citizens aforesaid. In other suits justice is administered by His Highness the Sultan's Court for Zanzibar and the courts subordinate thereto.

The personnel of the judicial staff consists of a Chief Justice, an Assistant Judge and two Resident Magistrates. The European staff of the High Court includes a Registrar who is also Commissioner of Stamps under the Stamp Duty Decree, cap. 95, and discharges magisterial duties.

Judicial functions are also exercised by District Commissioners, and Assistant District Commissioners, Arab Kathis, and by District Courts. The last named are composed of a Mudir (Arab administrative officer) as President, native Headmen and certain leading residents of the country district in which the court sits. The jurisdiction of the several courts is shown in the annexed table.

Normally, criminal appeals from subordinate courts are heard by the High Court in Zanzibar. Appeals lie from the High Court in the exercise of its original civil and criminal jurisdiction to His Majesty's Court of Appeal for Eastern Africa and thence appeals may lie to the Judicial Committee of the Privy Council.

The official languages of the Civil Courts on His Britannic Majesty's side are:—

High Court	...	...	English.
1st, 2nd and 3rd Class			
Subordinate Courts	...		English or Swahili.
Kathis' Courts	...	...	Arabic or Swahili.

The number of civil and criminal cases heard by the several courts in 1938 is shown in the annexed table.

TABULAR STATEMENT OF JURISDICTION WITH NUMBER OF CASES HEARD.

Court.	Presiding officers.	Place of sitting.	Civil jurisdiction.	No. of cases heard in 1938.	Criminal jurisdiction.	No. of cases heard in 1938.
District ...	One Mudir in each Mudiria with other members.	Mudirs' headquarters in :— 1. Zanzibar 2. Pemba	None. But with consent of parties may settle disputes by way of arbitration.	Nil.	Imprisonment not exceeding 30 days and fine not exceeding Shs.75.	(1) 167 (2) 131
Kadhis ...	Kadhis.	1. Zanzibar 2. Mkokotoni 3. Chwaka 4. Makunduchi 5. Chake Chake 6. Wete 7. Mkoani	Limited to Arabs and Mohammedan Africans. (a) Matters relating to personal status, marriage, divorce and inheritance where the claim does not exceed Shs.1,500. (b) Civil suits not exceeding Shs.750. First Class :— Limited to suits not exceeding Shs.2,250. Second and Third Class :— Limited to suits not exceeding Shs.750.	Nil. (1) 228 (2) } (3) 120 (4) } (5) 536 (6) 445 (7) Nil	Nil.	(1) 167 (2) 131
First, Second and Third Class Sub-ordinate.	Resident Magistrates, District Commissioners and Assistant District Commissioners.	1. Zanzibar 2. Mkokotoni 3. Chwaka 4. Chake Chake 5. Wete 6. Mkoani	First Class :— Imprisonment for a term not exceeding 4 years, fine not exceeding Shs.4,500, and whipping not exceeding 12 lashes. Second Class :— Imprisonment for a term not exceeding one year, fine not exceeding Shs.750 and whipping not exceeding 10 lashes. Third Class :— Imprisonment for a term not exceeding 3 months and a fine not exceeding Shs.225.	(1) 2,153 (2) — (3) — (4) } (5) 849 (6) }	First Class :— Imprisonment for a term not exceeding 4 years, fine not exceeding Shs.4,500, and whipping not exceeding 12 lashes. Second Class :— Imprisonment for a term not exceeding one year, fine not exceeding Shs.750 and whipping not exceeding 10 lashes. Third Class :— Imprisonment for a term not exceeding 3 months and a fine not exceeding Shs.225.	(1) 1,704 (2) 198 (3) — (4) 351 (5) 346 (6) 162
High ...	Chief Justice, Assistant Judge.	1. Zanzibar 2. Pemba	(a) Original unlimited. (b) Appeals from all Sub-ordinate Courts. (c) Probate. (d) Insolvency.	(a) 76 (b) 32 (c) 157 (d) 19	(a) Original—full jurisdiction. (b) Appellate. (c) Revisional. (d) Supervisional.	(a) 16 (b) 17 (c) 32 (d) 35

Police.

The Police Force consists of a Commissioner, Deputy Commissioner, 2 Superintendents, 1 European Chief Inspector, 2 European Inspectors, 1 Pay and Quartermaster, 17 Inspectors, 5 clerks, 1 teacher, 478 rank and file, 22 detectives, 30 bandsmen and 10 followers.

The general health of the Force has been good both in the town of Zanzibar and in outstations; there were three deaths and eight invalidings during the year.

Six hundred and thirty-two cases of grave crime were reported, of which 20 were found to be false or "mistake of fact", and 612 true cases, of which 182 ended in conviction, and 31 cases pending.

Of 2,819 minor offences reported under the Penal Decree or local decrees 1,994 ended in conviction.

There were eight cases of murder, one of attempted murder and seven cases of manslaughter.

Prisons.

The Central Prison is situated in Zanzibar and has accommodation for about 280 prisoners. All long-term prisoners sentenced to 12 months or over in the Protectorate and all prisoners convicted in the town of Zanzibar are accommodated in the Central Prison.

There are separate wards for prisoners under the following categories:—

- (a) Old offenders.
- (b) First offenders.
- (c) Asiatic.
- (d) Europeans.
- (e) Awaiting trial.
- (f) Civil debtors.
- (g) Females.
- (h) Juveniles.

In addition to the Central Prison, there are small prisons at Chake Chake and Wete where short-term prisoners convicted in the local Courts are confined.

There is no probation system.

During the year, 1,179 persons were admitted to the prisons in the Protectorate. The daily average number of prisoners was 159.20.

Prison industries included tailoring and carpentry. One large gang was employed daily in anti-malarial work for the Public Health Department.

XIV.—LEGISLATION.

General.

During the year 20 Decrees were passed. The following is a list of the more important of these measures and contains a summary of the objects and reasons therefor:—

Immigration Regulation and Restriction (Amendment), No. 1.—This amendment of the Immigration Regulation Restriction Decree (Cap. 43), is intended to enable persons who are convicted of an offence under section 5 (1) (i.e., of entering the Protectorate without appearing before the Immigration Officer and presenting their passports or permits) to be treated as prohibited immigrants. The power thus taken is intended for use in the case of mainlanders so gaining entry into the Protectorate whom it is considered desirable to repatriate for economic or other reasons.

The restriction on the powers conferred by this amendment which the proviso supplies is in conformity with the principal Decree which relates to the treatment of persons in similar circumstances who are actually prohibited immigrants.

Land Protection (Debts Settlement), No. 2.—This Decree has been enacted to provide for the purchase by the Government of the interests of mortgagees and other creditors in lands owned by Arabs and Africans and has been designed to provide a remedy for the economic consequences resulting from the condition of indebtedness into which many of the landholders in the Protectorate have fallen. The extent of that condition had been the subject of official enquiry over a long period and, although the facts elicited through *ad hoc* investigation for such a purpose were necessarily incomplete and the conclusions based upon them necessarily conjectural, Government was satisfied that the indebtedness was of such a widespread character as to require its intervention in the cause of the Protectorate's agricultural prosperity and social well-being. The scope of the Decree is restricted in its remedial effect to that aspect of the indebtedness problem which concerns the indigenous landholder and which threatens his continued possession of the land and tends to hamper him in the disposal of his produce and the husbandry of the soil in an economic manner.

The principal features of the scheme to which the Decree give effect are the following:—

(a) Adjudication of the debt with a view to ascertaining the actual amount lent (or value of goods delivered on credit) and allowing a fair rate of interest thereon.

(b) Valuation, by an officer appointed by the Government for the purpose, of both mortgaged lands and lands sought to be attached by unsecured creditors.

(c) The Government to pay off the creditor to the extent of the value of the land threatened, and to assume the position of mortgagee in respect of the amount paid.

(d) Where the value of the land as estimated by the officer appointed to value it is insufficient to satisfy the debt, the creditor will be free to challenge the valuation either by instituting a suit for foreclosure or sale or by applying for an order for sale or attachment.

(e) On any such proceeding being taken, the Court will in the first instance proceed to value the property in such manner as it considers proper unrestricted by the rules contained in the Decree (Schedule IV) which govern the official valuation.

(f) The Court's valuation must not be less than the official valuation, and, if greater, the Government must give effect to it, unless the debtor himself prefers that the proceedings against his land which have commenced shall take their ordinary course.

(g) Repayment by the debtor of the amount advanced by the Government on his behalf and interest thereon to be effected by suitable instalments having due regard to the necessity of leaving means at his disposal to provide for the proper husbandry of the land and for the livelihood of himself and his family.

Prisons (Amendment), No. 7.—Under the provisions of the Prisons Decree only prisoners sentenced to imprisonment for more than six months could earn a remission of sentence. The amendment effected by this Decree gives effect to the recommendation of the Standing Advisory Committee on Penal Administration that, following the system adopted in England, any prisoner sentenced to imprisonment, whether by one sentence or by consecutive sentences, for a period exceeding one month should be eligible to earn remission by good conduct and industry. The amendment also adopts the English practice by altering the maximum amount of remission which could formerly be earned from one-seventh of the period of sentence in excess of six months to one-sixth of the total sentence.

Clove, No. 9.—This Decree replaces the Clove (Purchase and Exportation) Decree, 1937, under which the right to deal locally in cloves and to ship cloves for exportation was restricted to a single licensee. In conformity with an understanding reached between the Government and representatives of the Indian community, the Decree extends freedom of purchase and exportation to the public generally under licence, subject to conditions which are designed to protect the interest of producers and to enable the Government through the Clove Growers' Association to maintain control over the prices obtainable for cloves in foreign markets.

There are certain amendments also effected under the schedule to the Decree which are minor or consequential only, except as regards certain amendments of the Transfer of Agricultural Produce Decree (Cap. 121) which will enable advances by the Clove Growers' Association on the security of clove produce to be covered by such security over a period of two years (instead of one year only under the existing law), and will permit a series of such advances to be made on the security of a single instrument. It was considered that the extension of the period of security thus permitted was necessary to provide for the contingency of crop failure or shortage. The covering of a series of advances by a single instrument of security will avoid much unnecessary clerical labour, and will enable the amount of advances to be adjusted with reference to immediate requirements and to crop prospects.

Newspaper, No. 11.—This Decree was enacted:—

(a) to secure by means of registration that information shall be made available both to the Government and to the public as to the identity of the proprietors, printers and publishers of newspapers and as to the places where printing presses are established. Similar provision exists in most other countries and is designed to provide an essential measure of protection to those seeking redress in respect of defamatory statements contained in newspapers; and

(b) to provide the Government with a necessary means of knowledge as to the nature and quality of opinions on matters of public interest which are broadcast in the Protectorate through the medium of newspapers and news-sheets.

Naval Volunteer, No. 12.—This Decree is designed to provide for the establishment of a naval volunteer force in Zanzibar on the lines of the Kenya Royal Naval Volunteer Reserve. The Decree follows a model furnished by the Secretary of State to the Conference of East African Governors.

Medical and Dental Practitioners (Registration) (Amendment), No. 14.—The amendment of the Medical and Dental Practitioners (Registration) Decree (Cap. 66) effected by this Decree is designed to prevent the continuance of professional practice, of a kind which in other countries is undertaken only by qualified dentists, by persons who are not registered as dentists in the Protectorate. In particular it is considered that the fitting of artificial teeth is an operation which requires a degree of skill and technical knowledge not ordinarily possessed by unqualified persons and which, if unskilfully performed, may have serious consequences for the patient. The omission in the principal Decree of a definition of the expression "practising as a dentist" has resulted in a judicial decision excluding operations of that

description from the meaning to be assigned to it. The definition inserted by this Decree reproduces that contained in section 14 of the Dentists Act of 1921 (Imperial).

The amendment effected by this Decree is not to come into force until an order to that effect has been issued by His Highness the Sultan in Executive Council. It is not intended that such an order shall be issued until the services of one or more private dental practitioners possessing the necessary qualifications become available.

Stamp Duty (Exemption) (Amendment), No. 17.—The amendment of the Stamp Duty Decree (Cap. 95) effected by this Decree is designed to exempt from stamp duty authorizations on a bank or Government Savings Bank permitting one or more persons to conduct ordinary banking business on account of another or others, or a resolution whereby an incorporated company or other body corporate authorizes its director or directors, servant or servants similarly to conduct such business, which are at present dutiable as powers of attorney. Exemption in the same terms is conferred by the corresponding laws of Kenya and Tanganyika, and it is considered desirable to secure uniformity in this respect with mainland legislation.

XV.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

Banking.

Exchange and general banking business is principally in the hands of the National Bank of India, Limited, the Standard Bank of South Africa, Limited, and two private firms of Indian Bankers, Messrs. Jetha Lila and the Merchant Bank of Zanzibar. There are no agricultural or co-operative banks, but the Clove Growers' Association assists in the finance of the clove industry by granting loans on the security of chattel mortgages and by daily direct purchases of cloves coming on the market.

Currency.

The standard coin is the East African Currency Board shilling (silver) with subsidiary coinage of the following denominations:—50 cents (silver) and 10 cents, 5 cents and 1 cent (bronze). East African Currency Board notes of the following denominations are in circulation:—Shs. 10,000, 1,000, 200, 100, 20, 10 and 5.

The currency is maintained at parity with sterling, by the operations of the East African Currency Board, London, which is represented in the Protectorate by a Currency Officer and an Assistant Currency Officer.

Weights and Measures.

The weights and measures used are those obtaining in Great Britain, together with the following native ones:—

	<i>Weights.</i>	<i>lb.</i>
Frasila:	For produce generally	35
Gisla:	For grain	360
	For native salt	600
	For groundnuts without husks	285
	For groundnuts in husks... ..	180
Tola:	For gold and silver: equal to the weight of one rupee.	
	40 tolas = 1 lb.	

Measures.

Pishi or keila: Equal to $6\frac{1}{2}$ lb. avoirdupois weight of fresh water or 6 lb. of rice.

Kibaba: Equal to 26 oz. avoirdupois weight of fresh water or $1\frac{1}{2}$ lb. of rice; subdivided into $\frac{1}{2}$ kibaba and $\frac{1}{4}$ kibaba.

XVI.—PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.

The following table shows the revenue and expenditure of the Protectorate for the last six years:—

					<i>Revenue</i> £'000s.	<i>Expenditure</i> £'000s.
1933	...	...	...	...	475	449
1934	...	...	...	...	451	440
1935	...	...	...	...	457	434
1936	...	...	...	...	476	446
1937	...	...	...	...	494	486
1938	...	...	...	...	465	463

Debt.

There is no public debt.

Assets.

The balance of Assets over Liabilities at 31st December, 1938, amounted to £302,130 of which an amount of £60,000 is earmarked as working balance.

Taxation.

The yield from import duties in 1938 was £164,300 of which £13,000 represented duty paid on potable and perfumed spirits, wines and beer.

Another main source of revenue is the duty of 20 per cent. *ad valorem* on cloves and mother of cloves and 10 per cent. on clove stems. The yield in 1938 was £89,602.

Earnings of Government, in respect of Fees of Court and Government enterprises, amounted to £137,751, the main items being Port and Light Dues £17,090, Court Fees £3,726, Government Steamers £18,882, Wharfage £9,518, Agricultural Produce £8,124, Post Office £8,428, and Electricity £24,554.

Rents of Government Property and Interest amounted to £36,288.

Licences, Estate and Stamp Duty and Fines amounted to £25,830 of which Trading Licences accounted for £6,138.

Customs Tariff Summarized.

Under the Customs Tariff Decrees imports are generally subject to a duty of 15 per cent. *ad valorem*. There are, however, sundry exceptions to this rule, which can be summarized as follows:—

(a) Certain goods are permitted to be imported without payment of duties, the general principle being to exempt articles necessary for reasons of health, for agricultural or industrial purposes, for the improvement of local industries, and for scientific and similar purposes. Articles imported only for later re-exportation and forming part of the entrepôt trade of the Protectorate are similarly exempt. The principal items coming under these heads are agricultural machinery and vehicles, packing materials, medical and surgical appurtenances, disinfectants, germicides, etc., mosquito netting, copra, coconuts, sesame, and sisal; Government importations are also exempt.

(b) Certain goods are subject to the higher of alternative specific and *ad valorem* duties. The principal items are tobacco, cotton and silk piece-goods, bicycles and tricycles, rubber-soled boots and shoes, shirts, singlets and stockings, umbrellas and parasols.

(c) Certain goods are subject to a specific duty alone, of which the principal are spirits, wines, tea, grains, cattle, sheep and goats, matches, petrol and kerosene, and rubber tyres, etc.

(d) Certain luxury goods, namely, perfumery and toilet preparations, including spirituous preparations, but excluding soaps, powders and dental cleansers, are subject to 30 per cent. *ad valorem* tax.

Cloves and clove stems are subject to an *ad valorem* tax of 20 per cent. and 10 per cent., respectively. The values on which these taxes are assessed are fixed from time to time by Government.

The definition of value for the purpose of assessing *ad valorem* duties on imported articles is as follows:—

“ The value of goods for purposes of duty shall be taken to be the domestic value, as hereinafter defined

together with the extra cost of packing and packages, for export, carriage to the port of shipment, and all other expenses incidental to placing the goods on board the ship, together with the cost of freight, insurance, and all other charges up to the time of importation into the Protectorate: provided that in no case shall the value for purposes of duty be less than the cost of the goods to the importer at the place of importation. Provided further that the Senior Customs Officer may, in respect of goods imported by air, reduce the cost of freight to be added to the value for purposes of assessment of duty to a figure not less than one-fourth of the actual cost of such freight.

“ For the purposes of this section, the expression ‘ domestic value ’ shall, in respect of imported goods, mean the market price at which at the time of exportation such or similar goods are offered for sale, for consumption in the country from which the goods are exported, to all purchasers in the usual wholesale quantities in the ordinary course of trade in the principal markets of such country, including the cost of packages ordinarily used in those markets, but not including duties payable in that country ”.

Excise and Stamp Duties.

The Stamp Duty Decree (Cap. 95, Laws of Zanzibar, 1934), imposed stamp duty on various instruments including:—

Conveyance.—On every Shs.150 or fraction thereof of the amount or value of the consideration or purchase money or the value of the property conveyed or effected, Shs.1·50.

Exchange of Property.—The same duty as on a conveyance for a consideration equal to the value of the property of greatest value.

Lease.—Half the duty or the same duty as a conveyance for a consideration varying according to the terms of the lease.

Mortgage Deed.—On every Shs.150 or fraction thereof of the amount secured, Shs.1·50.

XVII.—MISCELLANEOUS.

Surveys.

Aerial Photography.—The Southern portion of Pemba was photographed with a seven-inch lens at 11,000 feet in 1937. The remainder of the Island was completed in February, 1938. Cloud interference precluded the possibility of obtaining midday photographs. The photographs are not intended for use for cadastral surveys, but debt-charged parcels when surveyed by other methods are located on the photographs.

Cadastral Surveys.—Twenty-five surveys in connection with Government sales and acquisitions have been carried out and 29 sets of deed plans have been supplied to the Land Officer. Under the Land Protection (Debt Settlement) Decree, 1938, 548 parcels have been dealt with by the field staff.

The demarcation of Shehias in Pemba was completed in November. In Zanzibar Island 33 shehias remain to be done. The majority of these are situated in the non-clove growing areas.

The Photostat copying camera produced 23,809 prints during the year and has fully justified its acquisition.

Meteorological Records.

The meteorological records taken during the year in Zanzibar (Town) and in Pemba compared with the normals are as follows:—

—	Zanzibar			Pemba		
	'Town'	Victoria Gardens		Banani	Wesha (Wete)	
	1892-1936	1936-1937	1938	1899-1931	1933-1937	1938
Mean of daily maxima (°F.)	84.3	86.3	86.0	86.5	86.2	85.9
Mean of daily minima (°F.)	76.6	73.7	74.1	76.2	72.8	71.7
Mean daily range (°F.)	7.7	12.6	11.9	10.3	13.4	14.2
Mean temperature (°F.)	80.5	80.0	80.0	81.3	79.5	78.8
Rainfall (inches)	61.47	62.47	73.80	76.47	77.40	80.64
Rain days ...	104	143	151	164	146	161

Principal Events.

1. His Highness the Sultan, accompanied by His Excellency the British Resident and Seyyid Abdulla, the Heir Apparent, visited Pemba on the 18th October to open the Baraza Hall at Wete, erected in commemoration of His Highness' Silver Jubilee. His Highness also performed the opening ceremony of the new Gando Road.

2. The Most Honourable the Marquess of Dufferin and Ava, Parliamentary Under-Secretary of State for the Colonies, paid a short visit to Zanzibar and Pemba in January.

3. Sheikh Tahir bin Abubaker el-Amawi, M.B.E., Senior Kathi of His Highness the Sultan's Court, died on 2nd November, after 41 years' service.

4. The clove controversy, which arose out of the enactment last year of the Clove (Purchase and Exportation) Decree and led to a boycott of cloves by the Indian community, was terminated early in the year by an exchange of letters between Government and representatives of the Indian community incorporating an agreed settlement. The Clove Decree, the main points in which are described in Chapter XIV, was subsequently enacted to give effect to those parts of the settlement which called for legal expression and to replace the Decree mentioned above.

5. Investigations into the problem of and means of dealing with, agricultural indebtedness, which had been engaging Government's attention for a considerable time, were taken a stage further by the enactment early in the year of the Land Protection (Debts Settlement) Decree. The general purport of the Decree and the principal features of the scheme to which it gives effect are set out in Chapter XIV. The scheme is working satisfactorily and a number of cases have been adjudicated. Payments under the scheme await the completion of arrangements for the necessary finance.

APPENDIX.

PUBLICATIONS RELATING TO THE ZANZIBAR PROTECTORATE.

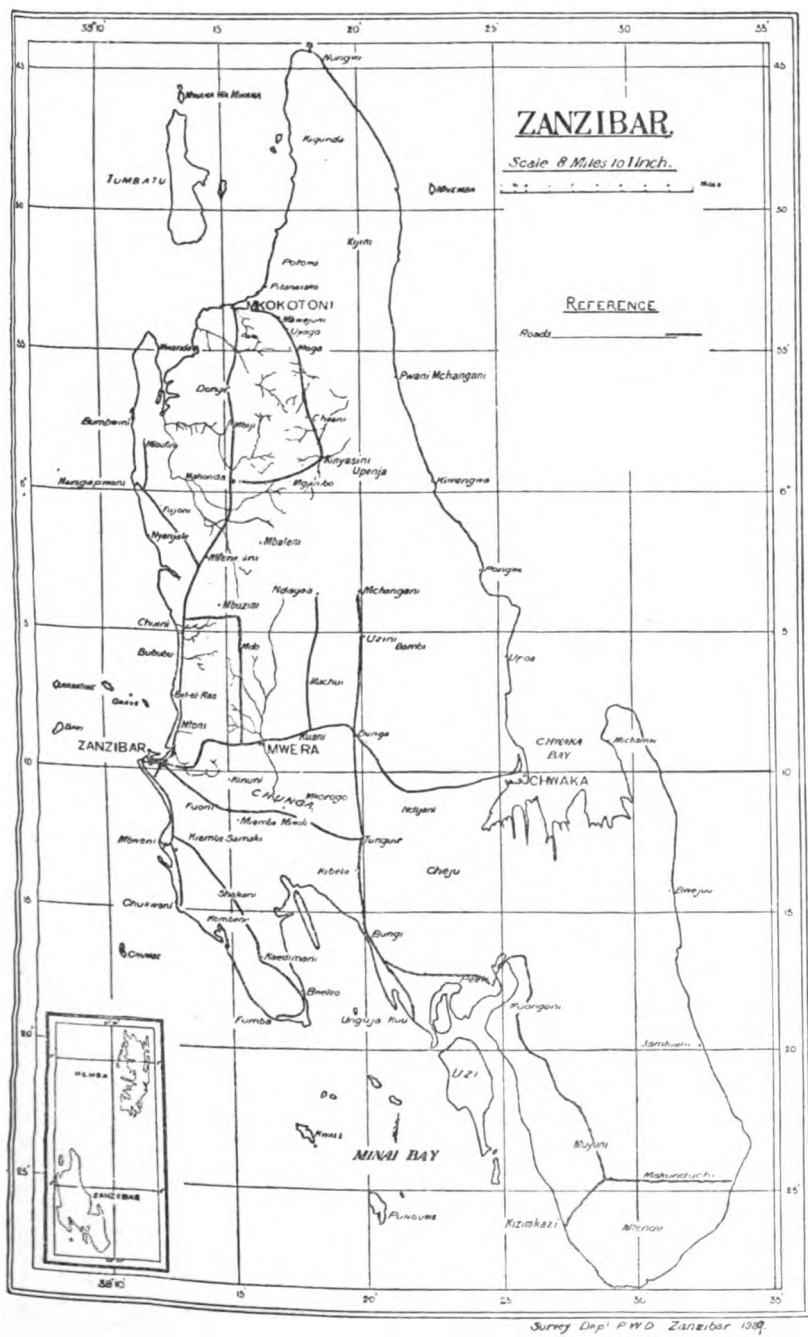
<i>Title of Publication.</i>	<i>Circulation</i>	<i>Published Price and Subscription Rate per Annum.</i>		<i>Postage.</i>	<i>Address of London Agent, if any.</i>
		<i>Shs. cts.</i>	<i>Shs. cts.</i>		
<i>Government Publications.</i>					
The Official Gazette of the Zanzibar Government (weekly)	400	25	12 50	10*	The Crown Agents for the Colonies, 4 Millbank, Westminster, London, S.W. 1.
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" " " 1923 to 1927, Vol. III		12 00		0 30	
" " " 1927 to 1934, Vol. IV		3 75		0 30	

Title of Publication.	Circulation	Published Price and Subscription Rate per Annum.		Postage.	Address of London Agent, if any.
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Report of the Commission appointed by the Secretary of State for the Colonies to consider and report on the Financial Position and Policy of the Zanzibar Government in Relation to its Economic Resources. By SIR ALAN PRIM, K.C.I.E., C.S.I.	...	5 00		0 40	

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		<i>Shs. cls.</i>	<i>Shs. cls.</i>		
<i>Other Publications.</i>					
Zanzibar, Its History and Its People. By W. H. INGRAMS, M.R.A.S.	1,200	25 00	18 00	0 85	Witherby, London. Mather and Crowther Ltd. (Modern Advertising), New Bridge Street, London, E.C.4. { D. J. Keymour & Co. Ltd., Australia House, Strand. Special Daily Cable News Service between India and Zanzibar published in Daily Edition (Zanzibar Voice Press Service).
Samachar (English-Gujarati, weekly)		60		0 10	
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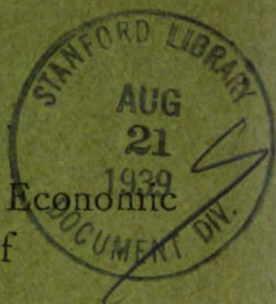
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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF THE GAMBIA, 1938.

CHAPTER I. HISTORY, GEOGRAPHY AND CLIMATE.

History.

The first Europeans to visit the River Gambia were Aluisc da Cada Mosto, a Venetian, and Antoniotto Usi di Mare, a Genoese. They were commissioned by Prince Henry the Navigator of Portugal to lead an expedition along the African coast to the south of Cape Verde. They arrived in the River Gambia in 1455, but only proceeded a short way upstream. They repeated their voyage in the following year, when they proceeded further up the river and got into touch with some of the native chiefs. When they were near the river's mouth, "they cast anchor on a Sunday morning at an island in the shape of a smoothing iron, where one of the sailors, who had died of a fever, was buried; and, as his name was Andrew, being well loved, they gave the Island the name of St. Andrew." For some three centuries afterwards the history of the European occupation of the Gambia was largely the history of this island.

This discovery was followed by attempts on the part of the Portuguese at settlement along the river banks. The number of settlers never appears at any time to have been large and such few as there were intermarried with the native African races. The European strain in their descendants rapidly diminished and in course of time it became difficult to distinguish them from the indigenous races except for the fact that they styled themselves Portuguese, affected European dress and names, and professed to be Christians. Communities of Portuguese descent continued to live on the banks of the Gambia in separate villages well into the middle of the eighteenth century. Portuguese churches existed up to 1730 at San Domingo (near Albreda), Geregia (sc. Portuguese "igreja") near Kansala in Foni, and Tankular. The furthest Portuguese settlement up the river was at Setuku near Fattatenda.

In 1580 the throne of Portugal was seized by Phillip II of Spain and a number of Portuguese took refuge in England. In 1587 one of these refugees, Francisco Ferreira, piloted two English ships to the Gambia, and returned with a profitable cargo of hides and ivory. In the following year Antonio, Prior of Crato, who laid claim to the Portuguese throne, sold to certain London and Devon merchants, the exclusive right to trade between the Rivers Senegal and Gambia. This grant was confirmed to the grantees for a period of ten years by letters patent of Queen Elizabeth. The patentees sent several vessels to the coast, but owing to Portuguese hostility did not venture further south than Joal—thirty miles to the north of the mouth of the River Gambia.

They reported that the Gambia was "a river of secret trade and riches concealed by the Portugals. For long since one Frenchman entered with a small barque, which was betrayed, surprised and taken by two gallies of the Portugals". In 1612 another attempt by the French to settle in the Gambia ended disastrously owing to sickness and mortality.

Letters patent conferring (*inter alia*) the right of exclusive trade in the River Gambia were subsequently granted in 1598, 1618, and 1632 to other adventurers, but no attempt was made by the English to explore the river until 1618. The expedition in that year was commanded by George Thompson and had for its object the opening up of trade with Timbuktú. Leaving his ship at Gassan, Thompson proceeded with a small party in boats as far as the River Neriko. During his absence the crew of his ship were massacred by the Portuguese, but some of Thompson's party managed on their return to make their way overland to Cape Verde and thence to England. Thompson remained in the Gambia with seven companions, but was killed by one of them in a sudden quarrel. In the meantime a relief expedition had been sent out under the command of Richard Jobson, who seized some Portuguese shipping as a reprisal for the massacre at Gassan. Jobson also made his way up to Neriko and subsequently gave a glowing account of the commercial potentialities of the River Gambia in his "Golden Trade." But both his and the previous expedition had resulted in considerable losses and a subsequent voyage, which he made in 1624, proved a complete failure. In the circumstances the patentees made no further attempt to exploit the resources of the Gambia, but confined their attention to the Gold Coast.

In 1651 the Commonwealth granted a patent to certain London merchants, who in that and the following year sent two expeditions to the River Gambia and established a trading post at Bintang. Members of the expedition proceeded as far as the Barakunda Falls in search of gold, but the climate took its toll. In 1652 Prince Rupert entered the Gambia with three Royalists ships and captured the patentees' vessels. After this heavy loss the patentees abandoned further enterprise in the Gambia.

In the meantime James, Duke of Courland, who was the godson of James I of England, had in about 1651 obtained from various native Chiefs the cession of St. Andrew's Island and land at Banyon Point (Half Die), Juffure and Gassan. Settlers, merchants and missionaries were sent out from Courland and forts were erected on St. Andrew's Island and at Banyon Point. In 1658 the Duke of Courland was made a prisoner by the Swedes during a war between Sweden and Poland. As a consequence funds ceased to be available for the maintenance of the garrisons and settlements in the Gambia and in 1659 the Duke of Courland's agent at Amsterdam entered into an agreement with the Dutch West India Company, whereby the Duke's possessions in the Gambia were handed over to the Company until such time as the

Duke should be in a position to resume possession thereof. In 1660 St. Andrew's Fort was captured and plundered by a French privateer in the Swedish service. The Dutch thereafter abandoned the fort and the Courlanders resumed possession.

After the Restoration English interest in the Gambia was revived as the result of information, which Prince Rupert had obtained in 1652 regarding the reputed existence of a gold mine in the upper reaches of the river. In 1660 a new patent was granted to a number of persons, who were styled the Royal Adventurers trading to Africa and of whom the most prominent were James, Duke of York, and Prince Rupert. At the end of that year the Adventurers sent an expedition to the Gambia under the command of Major Robert Holmes, who had been with Prince Rupert in the Gambia in 1652. Holmes arrived in the river at the beginning of the following year. He proceeded to occupy Dog Island, which he renamed Charles Island, and to erect a temporary fort there. On March 18th, 1661, he sailed up to St. Andrew's Island and called upon the Courlander officer in command to surrender, threatening to bombard the fort if his request was not complied with. There were only seven Europeans in the garrison and the Courlanders had no alternative but to submit. On the following day Holmes took possession of the fort, which he renamed James Fort after the Duke of York. An attempt was made in 1662 by the Dutch West India Company to gain possession of the fort, firstly, by inciting the natives of Barra against the English, secondly, by offering bribes to certain of the English officers and lastly, by bombarding the fort. None of these measures proved successful and the English remained in possession of the Island. In the meantime the Duke of Courland had lodged a protest against the seizure of his possessions in time of peace. On November 17th, 1664, after protracted negotiations he relinquished in favour of Charles II all claim to his African possessions and in return was granted the Island of Tobago and the right for himself personally to trade in the River Gambia.

In 1677 the Royal Adventurers sublet their rights between Capes Blanco and Palmas to another body of adventurers, who came to be known as the Gambia Adventurers. These latter Adventurers enjoyed those rights until 1678, when on the expiration of their lease they reverted to the Royal African Company, which had purchased the rights and property of the Royal Adventurers six years previously.

In 1677 the French wrested the Island of Goree from the Dutch. The history of the next century and a half is the history of a continuous struggle between England and France for political and commercial supremacy in the regions of the Senegal and Gambia. By 1681 the French had acquired a small enclave at Albreda opposite to James Island. Except for short periods, during which trouble with the natives of Barra or hostilities with England compelled them temporarily to abandon the place, they retained their foothold there until 1857.

In the wars with France following upon the English Revolution James Fort was captured on four occasions by the French, namely, in 1695, 1702, 1704 and 1708, but no attempt was made by them to occupy the fort permanently. At the Treaty of Utrecht in 1713 the French recognised the right of the English to James Island and their settlements in the River Gambia.

One of the aftermaths of these wars was an outbreak of piracy along the West African coast. The English trade in the Gambia suffered heavily from the depredations of these pirates. In 1719 one of their number, Howel Davis, captured James Fort. An even more serious disaster occurred in 1721, when part of the garrison mutinied under the leadership of one of their officers, Captain John Massey, and seizing one of the Company's Ships, themselves turned pirate. Finally in 1725 James Fort was very extensively damaged by an accidental explosion of gunpowder.

After these setbacks the African Company enjoyed twenty years of comparative prosperity. A very detailed account of the life and work of the Company's servants in the Gambia during this period is given in Francis Moore's "Travels into the Inland Parts of Africa". Factories were established as far up the river as Fattatenda and at other places and a fairly considerable trade was carried on with the interior of the continent.

Nevertheless, despite an annual subsidy from the British Government for the maintenance of their forts, the African Company became in course of time involved in grave financial difficulties. In 1749 James Island was found to be "in a most miserable condition, the people in a melancholy situation for want of goods to carry on trade to support their garrison, not having had any supplies for upwards of five years, and not being allowed to trade for themselves—the consequence of which was that they were obliged to call in their out-factors on the continent.....By being so neglected the chief trade is gone down the River Senegal to the French factory." In the following year it was reported that the garrison at James Fort "was reduced by sickness from twenty-five or thirty men to five or eight; and, the officers being all dead, a common soldier had succeeded to the command."

By 1750 the position had become critical and an Act of Parliament was passed divesting the African Company of its charter and vesting its forts and settlements in a new company, which was controlled by a committee of merchants. The Act prohibited the new company from trading in its corporate capacity but allowed it an annual subsidy for the upkeep of the forts. It was hoped thereby to prevent the monopolistic tendencies of rule by a joint stock company and at the same time to save the government the expense entailed by the creation of a colonial civil service.

In 1765 the fort and settlements in the Gambia were by another Act of Parliament taken from this new company and vested in the Crown. For the next eighteen years the Gambia formed part of the Crown Colony of Senegambia. Google head-

quarters were at St. Louis at the mouth of the River Senegal and a Lieutenant-Governor was appointed to take charge of James Fort and the settlements in the Gambia.

In 1779 the French captured James Fort for the fifth and last time. On this occasion they so successfully demolished the fortifications that at the close of the war it was found impossible to rebuild them. Except for a brief period after the Napoleonic wars, when the island was temporarily occupied by a handful of troops as an outpost, James Island ceased to play any part in the history of the Gambia.

In 1780 the French privateer "Sénégal" captured four vessels, which had been sent with part of the British garrison at Goree under the command of Major Houghton to the Bintang Creek to obtain building material. The "Sénégal" was in its turn attacked by H.M.S. "Zephyr" and captured after a very warm action off Barra Point. The prizes had in the meantime been destroyed, but the troops, who had taken refuge on shore and had been befriended by the Jolas of Foni, were rescued by the "Zephyr".

In 1783 St. Louis and Goree were handed back to France and Senegambia ceased to exist as a British colony. The Gambia was therefore once more entrusted to the care of the African Company, which, however, made no attempt to administer the Gambia.

In 1785 Lemain (MacCarthy) Island was acquired by the British Government with a view to the establishment of a convict settlement, but nothing came of the plan, the convicts being eventually diverted to other places.

For the next thirty years British influence in the Gambia was confined to the operations of a number of individual traders. Settlements were established by these traders along the river banks. Perhaps the most important of these was at Pisanía (Karantaba). This settlement, which was already in existence in 1779, was occupied by a doctor named Laidley and a family of the name of Aynsley. Subsequently invaluable assistance was rendered by both Laidley and the Aynsleys to Major Houghton (1790), Mungo Park (1795 and 1805) and Major Grey (1818) in the course of their journeys of exploration into the interior of Africa.

In 1794 on the representations of the African Association, James Willis was appointed Consul General for Senegambia and was ordered to proceed to Fattatenda to promote British trade and influence in the upper regions of the Gambia and Niger. For various reasons this expedition never sailed and it was left to Mungo Park under the auspices of the African Association to make his way from Karantaba to the upper reaches of the Niger.

In 1807 the African slave trade was abolished by Act of Parliament. At that date the British were in possession of Goree. With the co-operation of the Royal Navy the garrison of that fort

made strenuous efforts to suppress the traffic in the River Gambia, which was being carried on by American and Spanish vessels. On more than one occasion the slavers offered a stubborn resistance and the Royal African Corps suffered severe casualties.

At the close of the Napoleonic Wars it was agreed as part of the terms of the treaty of peace that Goree should be returned to France. On the recommendation of Sir Charles MacCarthy and in order to suppress the traffic in slaves the British Government issued instructions that James Island or some other suitable place in the river should be occupied as a military post. Captain Alexander Grant of the African Corps was accordingly despatched with some troops for the purpose. James Island was reoccupied but owing to the ruinous state of the fort it was found to be unsuitable as a military base. On April 23rd, 1816, Grant entered into a treaty with the King of Kombo for the cession of the island of Banjol to the British Government. The island was renamed St. Mary's Island and the settlement, which was established there, was called Bathurst after the then Secretary of State for the Colonies.

In 1821 the African Company was dissolved by Act of Parliament and the Gambia was placed under the jurisdiction of the government of Sierra Leone. The Gambia was administered from Sierra Leone until 1843, when it was created a separate colony. This arrangement continued until 1866 when the Gambia and Sierra Leone were once more united under the same administration.

In the meantime the British Government extended its territorial acquisitions beyond St. Mary's Island by concluding treaties with a number of native chiefs. In 1826 the north bank at the river's mouth was ceded to Great Britain by the King of Barra. In 1823 Major Grant acquired Lemain Island, which was renamed MacCarthy Island and was made into a settlement for liberated African slaves as well as the headquarters of a Wesleyan mission. In 1840 and 1853 considerable areas of the mainland adjoining St. Mary's Island were obtained from the King of Kombo for the settlement of discharged soldiers of the West India Regiments and liberated Africans. Cessions of other tracts of land further upstream were obtained at various dates. In 1857 Albreda, which as a foreign enclave in the middle of British territory had proved a constant source of friction between the British and French governments, was handed over to Great Britain who in exchange renounced her rights to the gum trade at Portendic.

In 1870 and 1876 negotiations were entered into between the French and British Governments for the exchange of the Gambia for other territory in West Africa, but the proposal aroused such opposition in Parliament and amongst various mercantile bodies in England and the native inhabitants of the Gambia that the British Government felt unable to press the scheme.

In 1888 the Gambia was once more separated from Sierra Leone and has ever since that date been a separate colony. In the following year an agreement was arrived at between the French and British Governments for the delimitation of the boundaries of the Gambia, Senegal, and Casamance.

In the meantime, despite a number of petty wars, the Gambian Government had been able to conclude a series of treaties with the principal chiefs living upon the banks of the river. Some of these provided for the cession of small tracts of territory, but the majority of the later treaties conferred British protection. The last and most important of these was concluded in 1901 with Musa Molloh, the paramount chief of Fuladu. In 1894 an Ordinance was passed for the better administration of those districts, which had not been ceded to, but merely placed under the protection of the British Government. It was also found that in practice it was not feasible to administer as part of the Colony isolated tracts of land lying at a considerable distance from the seat of government. Consequently in 1895 and the following years ordinances were passed bringing a number of these strips of territory under the protectorate system of administration. Finally by a Protectorate Ordinance passed in 1902 the whole of the Gambia with the exception of the Island of St. Mary was brought under the protectorate system.

Geography.

The Colony, which comprises the towns of Bathurst and Georgetown and some adjoining land, has an area of only sixty-nine square miles.

The Protectorate is a narrow strip of territory for the most part ten kilometres wide on each bank extending up the river for nearly 300 miles from Bathurst. The Gambia River has its source near the village of Labe on the Futa Jallon plateau. It flows westward for about 700 miles. The river is navigable for ocean-going steamers as far as Kuntau-ur, 150 miles up river, and for vessels drawing less than two fathoms as far as Koina—292 miles from Bathurst—the easternmost village in the Protectorate, where there is a rise of two feet daily with the tide. During the rains the upper river rises some thirty feet.

The inhabitants of the Protectorate are mostly Jolofs, Mandinkos, Fulas, and Jolas. Nearly all of these are Mohammedans, except the last named tribe who are pagan; the Mohammedan religion is, however, gaining ground amongst them and, as a result, they are gradually dropping their primitive customs.

Upper River Province comprising the districts of Wuli, Kantora, Sandu and Fuladu East has an area of 790 square miles and a population of 49,008. The greater number of the inhabitants are Mandinkos and Sarahulis with a rather smaller proportion of Fulas.

The Headquarters of the Province are situated at Basse, which is both the largest town in the Province and one of the most important river ports in the Protectorate.

The districts of Sandu, Kantora and Wuli are all relics of former native kingdoms.

MacCarthy Island Province consists of the Districts of Sami, Niani, Nianija, Upper Saloum, Lower Saloum, Western Niamina, Eastern Niamina, Niamina Dunkunku, Fuladu West, and MacCarthy Island. The area of the Province is 1,101 square miles and the population 47,508. The Headquarters are at Georgetown. The bulk of the population is Jolof and Mandinko.

South Bank Province includes the Districts of Western Jarra, Central Jarra, Eastern Jarra, Eastern Kiang, Central Kiang, Kiang West, Foni Jarrol, Foni Bondali, Foni Kansala, Bintang-Karenai, Foni Brefet, South Kombo, East Kombo, Central Kombo, North Kombo and Kombo St Mary. The area of the Province is 1,294 square miles and the population 60,828. The Headquarters are at Bakau, Cape St. Mary. The majority of the inhabitants are Mandinkos but there is a large number of Fulas in the more easterly Districts, while the Foni Districts are largely populated by Jolas.

North Bank Province has an area of 814 square miles and a population of 33,665. The districts of the Province are Lower Niumi, Upper Niumi, Jokadu, Lower Baddibu, Central Baddibu and Upper Baddibu. Of these the three Baddibu districts are predominantly Mandinko in population; Jokadu has a mixed population of Mandinkos, Jolofs and Tukulors while the two Niumis are mainly mixed Jolof and Mandinko districts. The Headquarters are at Kerewan.

Climate.

The climate of the Gambia is not healthy, though, with better sanitation and housing, conditions of living generally have greatly improved during recent years. The most trying part of the year is from June to October, which is the wet period. During the remaining months the climate compares favourably with that of other tropical countries.

METEOROLOGICAL STATISTICS, 1938.

Cape St. Mary Station.

Month.	Mean Air Temperature.	Relative Humidity.	Rainfall (inches).
January	74·2	30	—
February	72·9	52	—
March	76·1	63	—
April	74·0	63	—
May	77·5	57	0·14
June	79·7	67	0·02
July	79·1	72	7·54
August	79·5	75	17·54
September	79·8	80	12·39
October	80·3	74	7·27
November	79·7	71	0·24
December	74·7	60	—
		Total ...	45·14

Other Records of Rainfall were:—

Bathurst	46·93 inches
Yoroberi-kunda, MacCarthy Island Province	34·47 „
Wuli, Upper River Province	47·71 „

CHAPTER II. GOVERNMENT.

The main political divisions of the Gambia are the Colony of the Gambia and the Protectorate, the latter consisting of four Provinces each administered by a Commissioner. The whole country is under the control of the Governor and Commander-in-Chief, to whom the Commissioners are responsible for their respective Provinces. The Colony includes the Island of St. Mary (on which the town of Bathurst is situated), Brefet, Bajana, MacCarthy Island, the Ceded Mile and British Kombo, which, the Island of St. Mary excepted, are administered by the Commissioners under the Protectorate system. The Governor is assisted by an Executive Council consisting of the Colonial Secretary (ex-officio Member) and three other senior officials. The Legislative Council of the Colony, of which the Governor is the President, includes the Colonial Secretary (ex-officio Member), five official Members, including the members of the Executive Council, and also four Unofficial Members.

Protectorate System.—This system was introduced in 1894 by an “Ordinance to provide for the exercise in the Protected Territories of certain powers and jurisdiction by Native Authorities and by Commissioners”, (No. 11 of 1894), which laid down that “All native laws and customs in force in the Protected Territories, which are not repugnant to natural justice nor incompatible with any Ordinance of the Colony which applies to the Protected Territories, shall have the same effect as Regulations made under this Ordinance”. The Ordinance defined the powers of the Chiefs in the following terms:—

“31. Every Head Chief and Headman shall possess and exercise—

(a) The powers of a Conservator of the peace, including the power of binding over unruly persons with sureties of the peace and of preventing or suppressing riots, affrays and tumults of every description.

(b) The power of carrying into execution within his district, sub-district or village any law of the Imperial Parliament or of the Colony of the Gambia, any Order of Her Majesty in Council, any decree or order of the Supreme Court, or any order of the Commissioner, subject to such instructions as he may from time to time receive from the Administrator or Commissioner; or, in respect of decrees or orders of the Supreme Court, from the Chief Magistrate;

(c) The power of apprehending, detaining and sending to the Commissioner's Court for examination, or to the Courts at Bathurst for examination and trial, of every person accused of any serious offence or crime, such as murder,

robbery, slave-dealing, whether of the like or a different kind, and it shall be the duty of every Head Chief and Headman to use his utmost endeavour to discover the authors of all such offences."

The protection of persons executing Chiefs' orders was provided for by Section 32 of the Ordinance which reads " Every person employed by a Headman or Native Court in carrying into effect any order lawfully made, shall have the like protection for that purpose as a person authorised to execute Process of the Supreme Court."

Ordinance No. 11 of 1894 was later superseded by the Protectorate Ordinance of 1913 and during 1933 an advance was made in the administration of the Protectorate by the enactment of the Native Authority and Native Tribunals Ordinances (Nos. 3 and 4 of 1933). The two Ordinances, though each deals with separate matters of detail are in fact directed to one common purpose, the development of local self-government by the Seyfolu (Head Chiefs) and people of the Protectorate, under the advice and supervision of the Commissioners who represent the Governor.

The Native Authority Ordinance provides for the establishment and constitution of Native Authorities in the Protectorate and provision is made for the continuation of existing Seyfolu and Alkalolu (Headman) as Native Authorities.

It defines in far greater detail than did the Protectorate Ordinance, 1913, the duties and powers of Seyfolu and Alkalolu in their executive capacity. It confers on Native Authorities power to issue administrative orders dealing with a great variety of matters in regard to persons subject to their jurisdiction and also imposes duties in connection with the prevention and suppression of crime.

The Native Tribunals Ordinance establishes throughout the Protectorate a system of Native Tribunals with defined jurisdiction both criminal and civil. It deals with the judicial powers of Seyfolu and Alkalolu, as the Native Authority Ordinance deals with their executive powers. Sections dealing with the removal of proceedings from Native Tribunals to the Court of a Commissioner and with the revisory powers of Commissioners reproduce in a clearer manner the rules which governed these matters in the Protectorate Ordinance, 1913, which was re-enacted in consolidated form in April, 1935, on account of the many amendments necessitated by the Native Authority and Native Tribunals Ordinances, 1933.

Commissioners no longer sit with Native Tribunals, which are now quite separate from the Courts of the Commissioners.

The administration in the Protectorate still hinges on the Chief (or Seyfu) and the Headman (or Alkali), the Alkali being responsible to the Seyfu for his town and the Seyfu to the Commissioner of the Province for his district. The Alkali is

chosen by the people of the village and his position is confirmed by the Commissioner. He acts as the representative of his village in dealing with Government and personifies the village community. This is exemplified by the fact that it is the Alkali who allots, to those who need it, unoccupied land belonging to the village as a community. He is bound by tradition to seek and to listen to the advice of the elder men in the village.

In the event of disputes arising in the community which cannot be composed by the friends or relatives of the parties the Alkali, although armed with no judicial powers, is often able by virtue of his office to act successfully as arbitrator and prevent the matter from reaching the point of litigation.

The Seyfu holds a position partly established by legislation and partly inherited from the Kings of former times. The Mandinka word for King (Mansa) is now applied only to the Governor who is, in native phraseology, the "King of Bathurst", and this limitation of the word reflects the passing of much of the old kingly powers. Yet a good deal of the standing and authority of the Kings remains, especially in cases where it is possible to appoint as Seyfu one of an old ruling family. It is now the policy, therefore, to appoint such men as far as possible, since on the authority inherent in the office depends a great part of the Seyfu's utility and prestige.

The Seyfu is appointed by the Governor on the recommendation of the Commissioner, who has previously ascertained which of the candidates has the best claim or most commands the respect and obedience of the district. This district opinion is becoming an increasingly important factor in the choice of Seyfolu. Apart from his general administrative duties and the supervision of his district, the Seyfu is usually the President of the Native Tribunal of his district and exercises powers which may be compared roughly to those of a Police Court, appeals lying from his Court to that of the Commissioner. The former system of advances of seed ground-nuts and rice to the Seyfolu and people of the Protectorate was discontinued in 1932, and in 1933 each Native Authority made a rule under which every cultivator of ground-nuts in the Protectorate is required to deposit in the village store, after the winnowing of the year's crop, five bushels of seednuts. Of the amount so deposited four bushels are returnable to the depositor at the beginning of the next planting season, the remaining bushel being placed in the village reserve.

The scheme, with the full co-operation of the Seyfolu and people, has worked very well and has resulted in an adequate supply of seed.

Increased supplies of home-grown food-stuffs are now being produced and from the scheme there has resulted a considerable gain in morale and a more confident local administration by Seyfolu and Native Authorities.

Local Government.—In 1935, the Bathurst Urban District Council and Board of Health, formed in 1931 for the purpose of advising Government upon matters relating to the welfare of the inhabitants of Bathurst, gave place to the Bathurst Advisory Town Council.

The constitution of the new Council is the same as that of the old, and is made up of representatives of the various Government Departments most closely concerned in the administration of Bathurst, of six Members elected by the Town Wards of Bathurst and of four Members nominated by the Governor to represent commerce, industry or other interests.

Meetings of the Council are held every quarter. Much useful advice on matters affecting the town of Bathurst and its inhabitants has been tendered to Government by the Members of these Councils both in their individual and collective capacities, and the Council serves as a valuable link between Government and the public.

CHAPTER III. POPULATION

The population of the Gambia according to the 1931 Census was 199,520 of which 14,370 inhabitants resided on St. Mary's Island. The Island contains few inhabitants outside the town of Bathurst.

Generally speaking the various races are distributed throughout the Protectorate with the exception of the Jolas who are practically confined to the South Bank Province. The numerical distribution of the races in the Protectorate was given in the Census as follows:—

Mandinko	...	...	...	...	85,640
Jolof	...	...	...	...	25,864
Fula	...	...	...	...	22,273
Jola	...	...	...	...	19,410
Sarahuli	...	...	...	...	12,316
Tukulor	...	...	...	...	11,653
Bambara	...	...	...	...	3,261
Aku	...	...	...	...	786
Others	...	...	...	...	3,947
Total	...	...	...	...	185,150

People of all these races are included amongst the inhabitants of Bathurst.

Vital statistics are recorded in the Island of St. Mary only as, owing to the illiteracy of the people, the collection of reliable data in the Protectorate is impossible.

The statistics in respect of Bathurst for the past five years are as follows:—

Year.	Births.	Rate Birth per 100.	Deaths.	Death Rate per 100.	Infantile Mortality (per 1,000 births registered.)
1934 ...	351	2.4	422	3.07	26.5
1935 ...	386	2.7	452	3.18	310.8
1936 ...	357	2.5	431	3.05	369
1937 ...	370	2.63	414	2.92	254.1
1938* ...	429	3.02	363	2.56	184.1

*1938 figures based on estimated population of 14,163.

As regards the above figures it should be noted that the death rate in Bathurst is raised very considerably by the fact that the chief hospital of the Colony is situated there, that people come from all over the Colony for treatment, and that many of them are in a moribund condition when they reach Bathurst.

Registration of births is more accurate than previously as all midwives are now registered.

172 live births took place in the Clinic as compared with 126 in 1937.

Of the children who attended the Clinic in 1938 only sixteen died within twelve months of their births. This can be regarded as satisfactory even when the general Infantile Mortality rate is so much smaller than ever before.

Emigration and immigration.—There is practically no emigration from the Gambia.

At the beginning of each ground-nut planting season a number of natives cross the border into the Protectorate from French territory for the purpose of assisting the local farmers in the planting and harvesting of the crop. These "strange farmers" return to their homes after the crop has been marketed. Likewise a considerable number of foreign labourers and petty traders come to Bathurst at the beginning of each trade season and leave again when the season ends. The number of "strange farmers", labourers and petty traders visiting the Gambia naturally fluctuates according to trade conditions. Immigration returns show that during the past four years the persons entering Bathurst by sea numbered as follows:—518 in 1935, 855 in 1936, 894 in 1937 and 878 in 1938: but it may be assumed that the majority of these people returned or will return, to their homes. Immigration is controlled by the Immigration Restriction Ordinance (No. 12 of 1924) under which no person is allowed to enter the Gambia who:—

- (a) is likely to become a pauper or a public charge,
- (b) is an idiot or insane,
- (c) is deemed by the Governor to be an undesirable immigrant,
- (d) is a prostitute, or
- (e) is not in possession of a passport valid under the law of the country of which he is a citizen.

Any person who appears to the Immigration Officer to be without visible means of support is required to deposit the sum of £60, or to give security by bond in that amount. At the expiration of eighteen months from the date of entering the Gambia, or at any earlier period, if the depositor, not having become destitute or unable to support himself departs from the Gambia, his deposit is returned to him.

CHAPTER IV. HEALTH.

The Colony cannot be considered healthy as a whole though there is an undoubted improvement in Bathurst and many of the Wharf Towns; a scheme, however, has been prepared for the betterment of sanitation throughout the Colony mainly through propaganda and by an increase in the number of trained Sanitarians available for work in the Protectorate. The scheme which will take many years to complete, will be put into operation in 1940. The training of the necessary personnel has already started.

The pumping plant installed in the Box Bar area of Bathurst proved to be most successful during the rainy season.

A type of permanent septic tank latrine suitable for use in rural districts has been evolved and is slowly replacing the old type of temporary septic tank constructed of oil drums. The new latrines have been installed in Basse, Upper River Province after preliminary experiments in Bathurst, and they are proving to be successful.

Markets in the Protectorate have generally been very unsatisfactory from the health view-point; a start was made during the year to remedy the situation and lay-outs for both permanent and temporary markets were prepared. Much work, however, remains to be done. The question is correlated with the improvement of sanitation as a whole, and will be largely dependent on the scheme of sanitary supervision and propaganda which has now been formulated.

The chief diseases treated during the year were trypanosomiasis, malaria and pneumonia. 1,631 cases of trypanosomiasis were recorded and 843 cases of malaria, which was more prevalent during early December than at any other time of the year. It is satisfactory to record that only 33 per cent of the cases of pneumonia which were treated in Bathurst were fatal.

During the year a new and thoroughly equipped hospital was opened at Bansang and the hospital at Georgetown was converted for use as a Prison. A dispensary, however, is still maintained at Georgetown.

The medical institutions in the Colony now consist of three hospitals, at Bathurst, Bansang and Bwiam, six dispensaries at Basse, Georgetown, Kau-ur, Kerewan, Kaiaff and Cape St. Mary, one lying-in home and Infant Welfare Clinic in Bathurst, and Infant Welfare Clinics and Ante-Natal Centres in Bathurst, Sukuta, and Cape St. Mary, the last two being visited weekly by the Sister-in-Charge of the Clinics.

There are, in addition, two Leper Settlements at Fukinaf and Buruku, and an Infectious Diseases Hospital and a Home for the Infirm in Bathurst.

A successful health week, which included a Baby Day, was held in Bathurst during the year.

CHAPTER V. HOUSING.

Housing in Bathurst.

The Technical Office Assistant, Public Works Department, appointed in 1937 also functions as Building Inspector for the town of Bathurst.

The solution of the housing problem is dependent on the Reclamation Scheme. To insist on too rigid an enforcement of the law before that would be a waste of the inhabitants' money, but once the level of the ground has been raised the value to health will be almost nullified if strict adherence to the Building Regulations is not enforced.

The majority of native houses in the town are of bamboo matting (krinting) covered with lime plaster constructed on a framework of rhun palm posts and with a corrugated iron roof.

Housing in the Protectorate.

Improvement in the housing in native villages awaits the development of the scheme for rural sanitation. Plans have been drawn up for model villages in the Kombo, South Bank Province to house any villagers who may be dispossessed as a result of the development in air services and the construction of an adequate aerodrome at Jeshwang. It is hoped that such model villages will form an example to the natives in the rest of the Protectorate. The construction of the houses will follow native practice in the use of mud, wattle or thatch as material but will be controlled as to size, ventilation and general lay-out.

Statistics.

Province.	Population.	No. of Houses or Huts.
North Bank Province	33,665	23,300
South Bank Province	60,828	28,552
MacCarthy Island Province ...	47,508	24,716
Upper River Province	49,008	23,552
St. Mary's Island (Bathurst)* ...	14,370	3,177

* Census figures 1931.

CHAPTER VI. NATURAL RESOURCES.

The Gambia is almost entirely dependent upon groundnut cultivation which forms the staple export crop. The export crop, which varies from 40,000 to 70,000 tons, is raised entirely by African farmers, as the country is unsuitable for European settlers. There are no permanent plantations or estates, the whole of the cultivation being carried out by what is usually described as "shifting cultivation".

As a result of propaganda, instruction and better prices, the majority of the main markets in the country are now preparing their hides by the improved methods advocated. Skins are now receiving similar attention.

Improvement in the quality of palm kernels and beeswax offered for sale is slow, but it is hoped that continued propaganda and the higher prices offered for better quality produce will meet with success.

Shea butter has been planted experimentally as a minor forest product in all districts by the chiefs, supervised by the Agricultural Department. Several of the areas have received reasonable attention by the people but as may be expected, this tree, which naturally grows slowly in its earlier years, has not created any real interest as yet.

Ploughing with cattle is beginning to interest farmers and a few undertook the work with oxen and men trained by the Agricultural Department. It is pleasing to note that without any pressure on the part of the Agricultural Department or other officials some of the farmers are becoming keener to develop their farms by cattle cultivation. This is a result of the production during the past rainy season of groundnuts and foodcrops by means of ploughing.

Irrigation also is receiving more attention from the people, particularly the women, and when the men can be persuaded to undertake the initial work of laying out the farms there is no doubt that they will be readily cultivated by the women at least during the rains. Efforts are being made to interest the people in the cultivation of a crop in the dry season also.

Remarkable strides have been made during the year in food production and though the ideal of being fully self-supporting in this respect may not have been yet achieved, a big advance in this direction has been made which is due partly to propaganda on the part of all officials of Government in contact with the people and partly to the poor export produce values which have obtained during the year.

The groundnut crop exported during 1938 showed a vast improvement in quality to previous years. Intensive propaganda to plant early, harvest later and pay proper attention to after treatment of the crop has brought about this improvement. Attention was given in this respect to the crop grown during 1938 and

there is every reason to believe that it will be as good if not better than the previous crop. Unfortunately these improvements have coincided with a falling market price.

The tonnage and value of groundnuts exported from the Colony during the last five years were as follows:—

Year.	Tons (undecorticated.)	Tons (decorticated.)	Value (undecorticated.)	Value (decorticated.)	Total Value.
			£	£	£
1934	71,919	—	387,345	—	387,345
1935	45,110	—	368,887	—	368,887
1936	49,654	—	427,317	—	427,317
1937	66,576	508	646,635	6,954	653,589
1938	46,204	777	240,872	5,819	246,691

A small export trade is done in palm kernels, hides and wax. In 1938 the exports of this commodities were:—

				£
Palm kernels	...	...	...	681 tons value 1,698
Skins	...	...	...	824 cwt. value 1,845
Hides	...	...	...	12,973 lb. value 4,535
Beeswax	...	...	...	49,331 lb. value 262

There is no organised animal industry in the Gambia, although it is estimated that there are usually about 35,000 head of cattle in the Colony and Protectorate. As the Gambia consists mainly of a narrow strip of territory on either side of the river and much of the land adjacent to the river is more or less swampy and tsetse-ridden, the position is to some extent analogous to that existing in larger Colonies where cattle are compelled, at certain seasons of the year, to frequent river valleys in which, while grazing is good, casualties from disease amongst the herds are numerous. The extensive French territories surrounding the Gambia act as a cattle reservoir for the Colony. There is consequently a continual movement of cattle to and fro across the border and the herds are owned by individuals on both sides of the border. As the border is some 600 miles in length the establishment of any effective control over the graziers and the movement of animals is impracticable. During 1935 some 1,667 head of cattle were reported to have died of rinderpest in the Gambia but it is impossible to say how many of these were, in fact, animals which had recently crossed the border or were owned by natives in French territory. The ownership of cattle in the Gambia does not appear to differ in kind from that which obtains amongst other agricultural communities in West Africa. There is, strictly speaking, no communal ownership and most cattle are the property of individuals. The owner is, however, seldom the person who grazes the herd and conversely the grazier seldom owns more than

a few head of cattle in the herd which he tends, but he is usually given the milk and butter and a certain proportion of the calves born. The graziers in the South Bank Province are usually Jolas. In the other three Provinces practically all the graziers are Fulas.

From February to May 1933 the Veterinary Pathologist investigated the situation. He was joined in April by the Chief Veterinary Officer, Nigeria and a scheme was outlined to deal with rinderpest. At the conclusion of this visit and as a result of their investigations, an immunization scheme, extending over a period of five years at an estimated cost of £6,448 was put forward. This scheme was sanctioned by the Secretary of State and grants not exceeding one half of the total cost up to a maximum of £3,200 are being made from the Colonial Development Fund.

The scheme was begun in November, 1933, when a Veterinary Officer was seconded from the Nigerian Veterinary Department for the period November 1933 to May 1934. The Veterinary Pathologist from that country also paid a second visit in November and December 1933 to assist in the preliminary work.

In October 1934, a Veterinary officer was seconded again from Nigeria and inoculations were carried out in the South Bank and the MacCarthy Island Provinces.

In November, 1935 and November, 1936, the Veterinary Pathologist was seconded from Nigeria and continued to inoculate cattle in MacCarthy Island Province and Upper River Province. He again commenced inoculations in November, 1937, in the North Bank of MacCarthy Island Province and the season closed with the inoculation of cattle in the Western portion of the North Bank Province.

The season 1937-38 will conclude the last inoculating period under the five-year scheme. It has been decided that the scheme should be continued for two more seasons in 1938-39 and 1939-40 and that the position should be then reconsidered. The inoculations in the year 1938-39 will be confined to the South Bank Province where the largest number of cattle in the country are concentrated. There is no doubt that the value of immunization has been appreciated by the cattle owners and the results of these inoculations are clearly indicated by the notable increase in immunized herds.

The demands for the inoculations have also considerably increased and with each successive season the control of rinderpest will be facilitated.

There is every prospect that the cattle industry of this country will be restored in the near future to its former prosperity.

In addition to cattle a considerable number of sheep, goats and pigs are reared, mainly for local consumption.

No minerals of commercial value are known to exist in the Colony and there are no important industries other than those already mentioned. A certain amount of leather, metal and pottery work is made for sale locally.

CHAPTER VII. COMMERCE.

The extent of the trade of the Gambia, both internal and external, is dependent on the annual production of groundnuts coupled with considerations of price in the European market for oil seeds.

The Colony is largely dependent on imported food supplies (principally rice) and textile goods for wearing apparel, and the ability of the African to pay for these requirements fluctuates with the local groundnut prices from season to season. Commercially the year under review was one of the poorest in the history of the Colony and the aggregate trade at £566,391 was the smallest since 1902; the large carry-over of general merchandise at the end of 1937 and the general shortage of money caused by the low price of groundnuts in the 1937-38 trade season were the factors chiefly responsible.

As compared with 1937 the value of the imports (exclusive of specie) declined by 61 per cent to £277,440 and the value of the exports and re-exports (excluding specie) by 59 per cent to £288,951. The decline in the value of the import trade was due to reduced imports of goods of almost every description, in particular cotton piece goods (—£147,885), rice (—£88,222) and kola nuts (—£28,575), and the smaller tonnage and lower value of the groundnut crop—46,981 tons at £246,691 as against 67,084 tons at £653,589 in 1937—were responsible for the decline in the value of the export trade.

On the 1st of April, 1928, c.i.f. valuation of goods was adopted as the basis of assessment of *ad valorem* duty and all *ad valorem* duties were simultaneously reduced by approximately 10 per cent in order to compensate for the resultant increased value of goods for duty purposes.

As a result of the recent Anglo-American Trade Agreement certain reductions of the general rate of duty were made in respect of motor cars, canned fish, flour, grease, lubricating oil and certain classes of timber as from the 6th of December, 1938.

The maximum price at which rice may be sold by retail in the Colony is controlled by Government, and imports of certain classes of textile piece-goods of Japanese manufacture are subject to restriction by quota.

2. *Air Services.*—299 aircraft were entered and cleared in 1938 as compared with 270 in the previous year.

3. *Shipping.*—429 vessels of a total net tonnage of 1,135,524 were entered and cleared in 1938 as compared with 554 vessels, 1,306,884 tons in 1937. British vessels accounted for 70.81 per cent of the total tonnage entered and cleared. This was an increase of 3.53 per cent on the British tonnage in 1937.

The tonnage of the cargo landed during the year was 11,624 as against 33,139 in 1937, and the export tonnage (principal domestic produce) was 47,731 as compared with 67,965 in 1937.

4. The total value of the imports, domestic exports and re-exports during the year 1938, as compared with the previous four years was as follows:—

Imports.

	1934.	1935.	1936.	1937.	1938.
	£	£	£	£	£
Merchandise ...	327,185	483,287	582,267	705,165	277,440
Specie, etc. ...	4,326	30,000	200	96,551	128,350
Total ...	331,511	513,287	582,467	801,716	405,790

Domestic Exports.

	1934.	1935.	1936.	1937.	1938.
	£	£	£	£	£
Produce and Manufactures ...	394,272	376,102	435,429	665,000	255,701
Bullion ...	50	—	—	—	—
Total ...	394,322	376,102	435,429	665,000	255,701

Re-exports.

	1934.	1935.	1936.	1937.	1938.
	£	£	£	£	£
Merchandise ...	7,577	16,622	9,975	34,143	33,250
Specie, etc. ...	53,850	103,980	55,834	10,912	46,900
Total ...	61,427	120,602	65,809	45,060	80,150

5. (a) The percentage of British and foreign imports, exclusive of specie, for the year 1938, as compared with the previous four years, was as follows:—

	1934.	1935.	1936.	1937.	1938.
	%	%	%	%	%
United Kingdom ...	42·43	46·32	53·60	45·76	45·77
British Possessions ...	22·32	27·31	23·15	28·57	19·39
Foreign Countries ...	35·25	26·37	23·25	25·67	34·84
	100·00	100·00	100·00	100·00	100·00

(b) The principal supplying countries provided the following percentages (exceeding five per cent):—

Countries.

	1934.	1935.	1936.	1937.	1938.
	%	%	%	%	%
United Kingdom ...	42·43	46·32	53·60	45·76	45·77
India ...	10·04	11·14	10·73	15·42	—
Sierra Leone ...	10·81	13·90	9·97	8·51	10·36
France ...	9·04	7·27	—	—	5·43
Germany ..	5·10	—	6·12	7·95	12·33
Japan ...	5·03	—	—	—	—

6. (a) The percentage of the domestic exports, excluding, bullion, sent to British and foreign destinations in 1938, as compared with the previous four years, was as follows:—

	1934.	1935.	1936.	1937.	1938.
	%	%	%	%	%
United Kingdom ...	10·83	24·17	19·39	32·01	26·38
British Possessions ...	0·60	0·16	0·12	0·13	1·65
Foreign Countries ...	88·57	75·67	80·49	67·81	71·97
	100·00	100·00	100·00	100·00	100·00

(b) The percentage, exceeding 10 per cent, of the domestic exports, exclusive of bullion, sent to each of the principal countries of destination was as follows:—

Countries.	1934.	1935.	1936.	1937.	1938.
	%	%	%	%	%
United Kingdom ...	10·83	24·17	19·39	32·01	26·38
Belgium ...	—	22·18	20·60	26·39	24·03
Denmark ...	—	20·38	24·09	25·04	18·76
France ...	—	—	—	—	10·83
Germany ...	50·94	10·10	11·80	—	—
Netherlands ...	24·80	22·19	23·25	15·99	17·13

7. (a) The quantities and values of the principal imports, other than bullion and specie, for the year 1938 as compared with 1937 are as follows:—

	Quantity.		Value.	
	1937.	1938.	1937.	1938.
Aircraft parts & accessories ...	—	—	£ 18,818	£ 26,016
Apparel ...	—	—	13,445	9,629
Cotton piece goods sq. yds.	7,082,284	1,008,545	171,345	23,461
Cotton yarn ... lbs.	150,092	23,221	12,729	1,608
Cotton manufactures (excluding piece-goods, yarn & apparel) ...	—	—	22,064	5,208
Flour, wheaten cwt.	16,999	7,827	13,786	5,254
Kola nuts (centals of 100 lb.)	23,448	13,002	50,563	21,988
Metals, (all kinds) ...	—	—	37,446	22,125
Motor vehicles No.	96	33	11,914	4,210
Oils, non-edible galls.	422,293	263,790	21,101	13,064
Rice ... cwt.	229,402	30,445	101,700	13,478
Sugar ... cwt.	19,076	10,553	13,730	6,977
Tobacco, (all kinds) lbs.	190,930	117,831	15,806	10,187

(b) The principal sources of supply of the articles enumerated above were as follows in 1938 and (1937):—

Aircraft parts and accessories: Germany supplied the total imports in both years for the use of the Deutsche Lufthansa, South Atlantic air mail service.

Apparel: United Kingdom—£3,583 (£5,312); Hong Kong—£776 (£4,020); Czechoslovakia—£1,851 (£2,539).

Cotton piece goods: United Kingdom—646,230 square yards, £14,714 (6,334,709, £151,115); Hungary—92,056 square yards £1,933 (108,613, £2,218).

Cotton yarn: United Kingdom—15,305 lb., £1,138 (100,479 lb. £8,445); Belgium—nil (49,508 lb., £4,281); France—7,919 lb., £470 (105 lb., £3).

Cotton manufacturers (excluding piece-goods, yarn and apparel): United Kingdom—£1,804 (£6,934); Italy—£1,780 (£2,083).

Flour, wheaten: United Kingdom—3,367 cwts., £2,474 (5,239 cwts., £4,872); France—2,212 cwts., £1,066 (7,043 cwts., £4,649); Canada—1,782 cwts., £1,414 (4,158 cwts., £3,824).

Kola nuts: Sierra Leone—12,985 centals of 100 lb., £21,945 (26,255 centals of 100 lb., £50,536).

Metals, all kinds: United Kingdom—£18,171 (£19,623); Germany—£1,305 (£10,732).

Motor vehicles: United Kingdom—No. 17, £2,230 (No. 26, £2,886); Canada—No. 6, £978 (No. 57, £8,196).

Oils, non-edible: United States of America—124,086 gallons, £6,049 (261,102 gallons £11,307); British West Indies—27,208 gallons, £1,643 (86,428 gallons, £4,963).

Rice: Burma—22,827 cwts., £9,788 (227,413 cwts., £100,515).

Sugar: France—5,182 cwts., £3,288 (1,056 cwts., £684); United Kingdom—3,773 cwts., £2,855 (11,557 cwts., £9,123).

Tobacco, all kinds: Canada—62,994 lb., £2,974 (100,104 lb., £4,629); United Kingdom—27,861 lb., £6,256 (41,852 lb., £9,576).

Domestic Exports.

8. The quantities and values of the principal domestic exports and re-exports other than bullion and specie for the year 1938, as compared with 1937 were as follows:—

Commodities	1937.		1938.	
	Quantity.	Value.	Quantity.	Value.
		£		£
Groundnuts ... tons	67,084	427,317	46,981	216,691
Hides & Skins... lbs.	109,108	1,839	105,261	1,960
Palm Kernels... tons	861	4,858	681	4,535
Beeswax ... lbs.	35,424	909	49,331	1,845

Re-exports.

Articles,	1937.		1938.	
	Quantity.	Value.	Quantity.	Value.
		£		£
Aircraft parts & accessories	—	24,704	—	22,792
Metal Manufactures ...	—	2,576	—	2,996
Motor vehicles & parts ...	—	1,960	—	827
Motor spirits ... galls.	31,194	1,601	36,885	2,252
Textile manufactures ...	—	1,372	—	1,387

9. Imports and exports of coin and currency notes in 1938, as compared with the previous four years, were as follows:—

Imports.

	1934.	1935.	1936.	1937.	1938.
	£	£	£	£	£
Coin ...	604	—	200	51,551	128,350
Currency Notes	3,722	30,000	—	45,000	—

Exports.

	1934.	1935.	1936.	1937.	1938.
	£	£	£	£	£
Coin ...	53,600	100,496	34,000	10,000	46,400
Currency Notes	150	3,481	21,834	912	500

CHAPTER VIII. LABOUR.

The principal labour in the Protectorate is peasant—proprietor farming. Each year a fluctuating number of natives from the neighbouring French territories enters the Colony to engage, on a share-cropping basis, in the production of groundnuts and some of these immigrants obtain alternative work in the wharf towns transporting nuts between stores for the buyers and loading ships. The number of these labourers is small compared with those engaged in agriculture and theirs is the only other form of labour in the Protectorate. There are no mines, plantations, estates or European enterprises of other kinds for which labour is needed.

In Bathurst the only constant employer of labour is the Government and the three departments mainly concerned, the Public Works Department, the Health Department and the Marine Department, employ at their busiest periods less than 1,000 in the aggregate, including skilled, semi-skilled and unskilled labour. These labourers are engaged in road work, water-pipe laying and electrical work, sanitation and shipyard work.

Non-governmental labour is subject to great numerical fluctuation. At the peak of the short trading season, November to April, the number of men employed by the mercantile firms rises as occasion demands, *i.e.*, when ships are being loaded, to as many as 2,000 but that rate of employment is maintained for very short periods. This casual, seasonal labour is all unskilled; it is indeed almost all some form of portering, and a large number of those engaged in it come from the neighbouring French territory. The supply of such migratory labour varies in accordance with the amount of financial profit to be anticipated from the production of groundnuts. After a good season, when selling prices have been high, the supply of immigrant labour decreases, though never sufficiently to cause anxiety. An increase in the rates of pay is enough to procure the numbers required from more proximate sources. After a year of bad selling prices the supply of migratory workers exceeds the demand. There are no factories or industries in Bathurst.

The Labour (Amendment) Ordinance, 1938, amended the definition of "night work" (which includes the interval between 10.0 p.m. and 5.0 a.m.) in the Labour Ordinance, 1933, by empowering the Governor, if he is satisfied that there are exceptional circumstances affecting the workers employed in a particular industry or area, and after consultation with employers and employed, to order that in the case of women employed in that industry or area the interval between 11.0 p.m. and 6.0 a.m. may be substituted for the interval between 10 p.m. and 5.0 a.m.

The Ordinance also provides that the general prohibition of the employment of women in night work shall not apply to women holding responsible positions of management who are not ordinarily engaged in manual work. These two amendments were made to

give effect to the Draft International Convention concerning the Employment of Women during the Night, 1934 which constitutes a revision of the Draft Convention of 1919, the provisions of which were given effect to in the Labour Ordinance, 1933.

Under section 21 of the Labour Ordinance, 1933, the Governor appointed an Advisory Board for the purpose of keeping himself informed of the labour conditions in the Gambia.

The Labour Advisory Board was formed in April, 1938, and the following were appointed Members:—The Harbour Master and Marine Superintendent, the Medical Officer of Health, Councillor W. Hayward, Agent Elder Dempster Lines, and Mr. J. L. N'Jie, President of the Bathurst Trade Union. At a meeting of the Board held on 8th December, 1938, it was decided that the Labour Advisory Board should function in an advisory capacity only, that a labour officer should be appointed and that legislation should be passed making statistical returns compulsory. Regulations are being prepared prescribing the duties and governing the procedure of the Board in accordance with those decisions.

CHAPTER IX. WAGES AND COST OF LIVING.

The Labour Ordinance of 1933 empowers the Governor-in-Council to regulate rates of wages, and agreements between employers and labour but not to prescribe the weekly hours of labour. The normal day's work is $8\frac{1}{2}$ hours.

Wages.—The usual wages paid for artisans such as carpenters, masons, etc., vary from 2s. 6d. to 6s. a day according to the skill of the employee.

Unskilled labour rates vary slightly and might be classified as:—

(a) Monthly employees—30s. to 36s. with generally a rice ration allowance of 45 lbs.

(b) Casual labour on daily wage—1s. to 1s. 3d. a day.

(c) Farm labourers—board and lodging during the planting season and a proportion of the proceeds. Such labour is generally from outside the colony and returns home after the reaping of the crops.

(d) Semi-skilled such as sanitary labourers—1s. 6d. to 2s. 6d. a day.

(e) Piece work labourers—employed usually on loading or discharging ships, may earn 2s. to 5s. a day.

There are no factories or industries; local activity is principally restricted to producing the staple product of groundnuts which is seasonal, although a considerable amount of millet, guinea corn, rice and garden produce is also grown.

The crops are grown by the native population on their own behalf, and there are no permanent plantations. The hired labour is therefore small and is principally confined to the trading firms and the various Government Departments.

Cost of Living.—The native population lives principally on rice, millet and guinea-corn but a considerable amount of sugar, fish and salt is also consumed; meat and groundnuts are also used.

The daily cost of a labourer's food in the towns may be reckoned as:—

Rice or corn	...	...	...	...	3d.
Bread	...	...	...	...	1d.
Fish	...	...	...	...	$1\frac{1}{2}$ d.
Oil (generally palm)	...	...	...	...	$1\frac{1}{2}$ d.
Sugar	...	...	...	...	$\frac{1}{2}$ d.
Condiments	...	...	...	...	$\frac{1}{2}$ d.
Total ...					8d.

If meat and groundnuts are substituted for fish and rice the daily cost is increased by about 1d.

House rent and clothing enter very little in the cost of living, possibly not more than 3s. a month is expended on an average.

The prices of those imported foodstuffs in general use are given below:—

			£	s.	d.	£	s.	d.	
Rice per bag of 216 lb.	...	...	1	0	0	to	1	4	0
Salt per bag of 28 lb.	...	...	...	...	...	0	0	10	
Flour per bag of 98 lb.	...	...	...	...	...	1	0	0	
Edible oil (palm) per 4 gal.	tin		...	...	...	0	6	6	
Sugar per lb.	...	...	...	...	...	0	0	3	

The prices of the locally produced foodstuffs would be:—

	£	s.	d.
Fillet per lb.	0	0	9½
Steak per lb.	0	0	7½
Meat with bone per lb.	0	0	6
Heart liver and brain per lb.	0	0	5
Kidney each	0	0	4½
Skin, tripe, trimmings and offal per lb.	0	0	5
Mutton per lb.	0	0	6
Kidney (sheep) each	0	0	2
Fish per lb. approximately	0	0	1½
Groundnuts per bushel	0	1	0
Corn (guinea) per bag of 216 lb.	0	12	0

Cost of living.—European Government Officials—The cost of living varies according to the income and tastes of the individual, but the following is considered to be the annual minimum outlay, exclusive of clothing and luxuries, of an unmarried Government Official living in Bathurst:—

	£
Servants	70
Washing	12
Fuel and lighting	30
Food	120
Total	£232

To this amount must be added expenditure on personal comforts, which amounts almost to a necessity, and which varies according to taste. The cost of the normal personal comforts is:—

Cigarettes (Players, Gold Flake, etc.)	2s. per tin of 50.
Whisky	9s. 6d. a bottle.
Gin	6s. 6d. a bottle.
Beer	11d. a bottle.
Wines (table)	2s. a bottle and upwards.

CHAPTER X. EDUCATION AND WELFARE INSTITUTIONS.

At the end of 1937 the Education Department, which had previously been in the charge of an Administrative Officer holding the duty post of Superintendent of Education, was put under the charge of a full-time Superintendent of Education seconded from Nigeria. Towards the end of 1938 the title of this officer was changed to that of Director of Education.

The headquarters of the Education Department are in Bathurst where the Director has his quarters and office. At Georgetown the Assistant Commissioner, MacCarthy, Island Province, is also Officer-in-Charge of the Armitage School for the sons and relatives of Chiefs.

There is a Board of Education which is presided over by the Director of Education. The Board consists of one representative from each mission or educational body working in the Colony or Protectorate appointed by the Governor, together with not less than three other members of whom one must be an African, and one a woman. It is the duty of the Board to recommend to the Governor any changes in legislation; to make any reports to the Governor which it may consider necessary on matters of importance affecting education; and generally to perform such duties as may be prescribed or as the Governor may direct. The Board met three times during the year and a number of schemes for the improvement of the existing details of educational organization were considered, approved and subsequently put into action with Government's consent.

In Bathurst, with the exception of one school, elementary and secondary education are provided by the Missions with the aid of Government grants. The exception is the Muhammedan School which is supervised by a Committee of leading Muhammedans assisted by the Director of Education. The teachers in this school are paid by Government.

There are six elementary schools in Bathurst which in 1938 had a total of 1,698 pupils on the registers (1,154 boys and 544 girls) and an average attendance of 1,277. These schools provide education up to the seventh standard.

There are four secondary schools; one for boys and one for girls, neither of them fully graded, maintained by the Roman Catholic Mission, and one fully graded Boys' High School and one fully graded Girls' High School both maintained by the Methodist Mission. The total numbers on the registers in 1938 were sixty-nine boys and 128 girls with average attendances of fifty-seven and 101 respectively. Four scholarships to these secondary schools are awarded each year by the Government.

The Teacher Training School which was opened in Bathurst in 1930 continues to train students and there were six students on the roll in 1938.

In the Protectorate there is a Government boarding school at Georgetown in the MacCarthy Island Province, for the sons and near relatives of Chiefs, with fifty-six on the register during 1938. Pupils in this school are drawn from all parts of the Protectorate and a large portion of the curriculum is devoted to handwork and agriculture. The small assisted day school at Georgetown run by the Methodist Mission which was closed in 1937 owing to staffing difficulties was re-opened during the year and is being run on less academic and more utilitarian lines. The Anglican Mission maintains two day schools and the Roman Catholic Missions three day schools (all unassisted) in the Protectorate.

In addition to the local school Standard VII and the Clerical Service examinations, the following external examinations were held during the year:—London Matriculation, the Cambridge School Certificate, Junior and Preliminary examinations.

The year witnessed several improvements in educational organisation among which may be mentioned a higher percentage of school attendance, the decision to introduce more up-to-date text-books, greater attention to Physical Training in the curricula, and the cutting down of abnormally large classes. All schools are gradually being organized in accordance with the Schedule of the 1935 Education Ordinance.

The closing, owing to staffing difficulties, of the Manual Training Centre for schools maintained by Government at the Public Works Department has left a gap in educational activities which has not yet been filled but it has led schools to consider ways and means of broadening their curricula so as to include a certain amount of handwork, and some have made arrangements for the teaching of carpentry and gardening to their pupils. Special attention is paid to Domestic Science in the Roman Catholic Girls' Schools.

There is no University Education in the Colony.

Welfare Institutions, etc.—Free Medical Treatment is provided at the various Government Hospitals and Dispensaries for those unable to pay fees. As stated in Chapter IV, the Government maintains Maternity and Children's Welfare Clinics and also a Home for the Infirm. There are no philanthropical institutions nor is there any insurance scheme for the provision of medical treatment, etc., in the Colony.

Recreations, etc.—In Bathurst, Government maintains a public ground (MacCarthy Square) in which games are played by the inhabitants including the school children. A second public sports ground in Half Die, Bathurst, is in course of construction and should be available for use in the near future. This ground is to be a memorial to His late Majesty King George V and part of the money required for its construction is being raised by subscriptions from past and present residents in the Gambia.

Organised games are conducted by the schools, which are allowed to import free of duty all materials required for sports. Football and cricket leagues have been formed by the African residents of Bathurst. Government has also provided two concrete tennis courts for their use.

Singing is taught in all the schools. Free concerts are given once a week by the Police Band in front of Government House where the Marina gardens are open to the public. The concerts are well attended and are much appreciated by the public.

CHAPTER XI. COMMUNICATIONS AND TRANSPORT.

External.

For ocean mail services the Colony is almost entirely dependent upon the ships of Messrs. Elder Dempster Lines, Ltd. There is a regular monthly service; intermediate ships call outwards and homewards once in about every three weeks.

The Government continued the agreement with the Deutsche Luft Hansa A.G. for the carriage of airmail between the Gambia and Europe. This company operates a service weekly throughout the year.

The company commenced operating their regular trans-Atlantic mail service between Berlin and Natal on the 1st February, 1934.

The ports of call are Frankfurt—Marseilles—Lisbon—Las Palmas—Bathurst—Natal for Buenos Aires.

The South American ports are served by the Condor Syndicate and Pan American Airways.

The Luft Hansa Bathurst establishment consists of a landing ground at Jeshwang, a catapult ship, flying-boats and airplanes.

The outward mail leaves London on Wednesday evening, Frankfurt on Thursday at 6 a.m. and arrives in Bathurst on Friday at 1 a.m. The trans-Atlantic crossing is effected direct from Bathurst by flying boat, and the mail reaches South America on Friday at 8 p.m.

The homeward mail plane leaves Natal on Friday, arriving in Bathurst on Saturday morning. The mail is then transferred to a land plane which leaves Bathurst on Saturday morning, arrives in Frankfurt on Sunday afternoon and in London on Monday.

Elders Colonial Airways Ltd. started a weekly airmail service between Freetown and Bathurst in June, 1938. The Service calls at Bolama and Conakry and is available for a limited number of passengers. It is operated by one flying-boat based on Freetown, and was for technical reasons suspended for several months at the end of the year.

Bathurst Harbour.

The Harbour of Bathurst is limited by the coast of St. Mary's Island and a line drawn parallel thereto at a distance of three miles from Government House to the entrance of Malfa Creek.

Bathurst is a deep water harbour. Anchorages off shore vary from nine to fourteen fathoms. The harbour is comparatively sheltered except during tornadoes which are of a short duration and which occur in July and October. In the channel from the open sea to the harbour the least depth of water charted is 27 feet.

Government Wharf is supported on concrete and steel piles and has a decking of ferro-concrete. It is equipped with two 2½ ton petrol cranes and a system of hand truck rails. The "T" head

of Government Wharf is 221 feet long, with a depth of 11 feet close alongside at L.W.O.S.T. There are eleven other wharves the "T" heads of which are from 20 to 60 feet in length, with an average depth of about 11 feet.

The tidal streams turn about 1½ hours after high and low water by the shore; their strength is considerable, but varies frequently without any apparent cause. During the ebb stream swirls sometimes occur at springs during and immediately after the rainy season.

The harbour and approaches are well marked by a light vessel, buoys, and light structures, an additional light having been established at Barra Point in 1938.

Internal.

River Transport.—The River Gambia is navigable for ocean-going vessels of not more than twelve feet draught, as far as Georgetown, 176 miles from Bathurst.

At Kuntaur, 150 miles from Bathurst, an ocean-going vessel can load to a maximum draught of nineteen feet. Vessels not exceeding six feet six inches in draught can proceed above Georgetown to Fattoto, 288 miles from Bathurst, whilst launches and small boats can navigate as far as Koina, 212 miles from Bathurst.

During the trading season, groundnuts are brought down the river in ocean-going vessels, river steamers and lighters. Cutters are employed to a large extent in transporting groundnuts from creeks and small ports to transit stations where deep-water vessels can load.

Marine Department.—A regular passenger and cargo service is maintained by the Government Steamers "*Prince of Wales*" (400 tons) and "*Lady Denham*" (250 tons). Two Government lighters "*Vampire*" (170 tons) and "*Mansa Kila Ba*" (70 tons) are also available for additional cargoes.

The Steamers call at twenty-eight ports outward and homeward when proceeding to Basse (212 miles). They do not normally proceed beyond Basse but should they go to Fattoto (288 miles) thirty-three ports are called at. A weekly service which has been temporarily curtailed to fortnightly sailings is maintained during the trade season from November to May and a fortnightly or monthly service for the remainder of the year.

Statistics regarding the freight and passengers carried by the Marine Department are as follows:—

	1936.	1937.	1938.
Passengers carried	12,751	13,410	6,701
Cargo (tons) ...	6,076	6,334	917*
Revenue from passenger traffic	£3,952 0 0	£3,858 0 0	£2,307 11 3
Revenue from Freight	£4,069 0 0	£4,245 0 0	£1,796 11 0

* Exclusive of 23,011 packages carried.

Revenue from freight includes £139 2s. 0d. from hire of launches.

A noteworthy feature of the decline in freight is the withdrawal of shipments of groundnuts by firms. In 1937 the revenue derived from the transport of groundnuts was £1,371 19s. 1d. This fell to £60 in 1938.

The refitting of Government steamers and of vessels belonging to firms is carried out by the Marine Slipway and Engineering Works. The workshop is fitted with modern equipment and is capable of carrying out repairs and refits to vessels of 400 tons gross—the tonnage of the largest river steamer at present in the Gambia.

The Marine Department also maintain and run launches which are mainly used for the conveyance of Government Officials in the Protectorate and for harbour services at Bathurst.

Ferries.—Passengers and vehicular ferries, installed by Government in connection with the road system, plied at the following points:—

Kerewan (Road No. 2)

Brumen (connecting roads Nos. 1 and 3)

Lamin Koto—MacCarthy Island

Sankulikunda—MacCarthy Island

Bansang

Basse

Fattoto (Passenger only)

Kau-ur—Jessadi

} continuation of
Road No. 2.

Between Bathurst and Barra a regular ferry service is maintained by a private firm which received a subsidy of £200 from Government in 1938.

Roads.—There are four trunk roads, which are except for No. 1 unmetalled:—

No. 1. Bathurst - Jeshwang - Abuko - Lamin - Yundum - Brikama - Kafuta - N'Demban - Bwiam - Brumen Ferry (90 $\frac{3}{4}$ miles). This road is metalled as far as Brikama.

No. 2. Barra - Berrending (Bantanding) - Dasilami - Kerewan Ferry - Saba - Banni - N'Jakunda - Illissa (62 miles).

No. 3. Illiassa - Katchang - Konkoba - Kwinella - Jataba - Brumen Ferry (22 $\frac{1}{2}$ miles) with a branch eastwards at Jataba to Sandeng and the French boundary (2 $\frac{1}{2}$ miles).

No. 4. Bantanding (site of old village on trunk road No. 2) to the French boundary ($\frac{3}{4}$ miles).

In addition there is a secondary road running from Illiassa via Ballanghar, Kau-ur and Kuntau-ur to Bansang Ferry where it connects with the secondary road on the south bank running from Kwinella (on trunk road No. 3.) to Kudang, Bansang, Basse and Fattoto.

There are also a number of secondary feeder roads to the various river ports in the Protectorate.

The total mileages of secondary feeder roads in each Province are approximately as follows:—

North Bank Province	116 miles.
South Bank Province	95 „
MacCarthy Island Province	280 „
Upper River Province	200 „

Postal Services.—Mails are conveyed by Government river steamers weekly during the dry season and fortnightly or monthly during the rainy season. Travelling Post Offices are established on these boats and all classes of postal business are transacted at the ports of call. The General Post Office is at Bathurst and District Post and Wireless Offices are established at Georgetown, Basse and Kuntau-ur. The Kuntau-ur office is closed during the rainy season (June to October). There is also a postal agency at Kerewan, North Bank Province.

The total number of letters, postcards, papers, etc., dealt with during 1938 was 236,617—a decrease of 6,712 over the preceeding year.

Parcels dealt with during the year numbered 3,259 as compared with 4,668 in 1937. In addition, 1,228 small postal packets were handled. 22,004 airmail letters were despatched and 15,149 were received during the year.

Money and Postal Order Statistics are as follows:—

	1937.	1938.
	£	£
Money Orders issued and paid, value ...	24,948	10,993
Revenue derived from Money Orders ...	145	95
Postal Orders issued and paid	8,834	6,754
Revenue derived from Postal Orders ...	71	54

The total revenue derived from the Postal Services in 1938 was £10,439 as compared with £14,132 in 1937.

Telephone Service.—A 24 hours' service was satisfactorily maintained in Bathurst and at Cape St. Mary, the total number of subscribers exclusive of extensions, being 115. The total value of the service was £717, of which amount £487 represented the value of free service to Government Departments.

Wireless Service.—Internal communication is maintained by four wireless stations established at Bathurst, Kuntau-ur, Georgetown and Basse, respectively.

The station at Bathurst has a range of 500 miles and communicates with ships at sea and with Dakar. Press from Rugby is received daily. The other three stations are purely for inland work and have a transmission range of 250 miles.

The total revenue derived from the Wireless service in 1938 was £835 including £452 in respect of Government messages. The corresponding figures for 1937 were £1,077 and £407 respectively.

Telegraph Cables.—There is no land line telegraph system in the Gambia.

The Eastern Telegraph Company, Ltd., has a station in Bathurst and cables run to Sierra Leone to the south and St. Vincent to the north.

CHAPTER XII. PUBLIC WORKS.

The Public Works Department is responsible for the execution of the public works in the Colony and the Protectorate for which provision is made in the Annual Estimates, for the maintenance of all Government buildings and property entrusted to the Department, for the licensing and control of Petroleum Stores under the Petroleum Ordinance and for the enforcement of the Building Regulations for the Town of Bathurst.

The Engineering Staff consists of the Director of Public Works, one Executive Engineer, one Technical Office Assistant, two Clerks of Works, one Mechanical Foreman, Electrical Superintendent and Assistant Electrical Foreman, and three African Foremen of Works. The Stores and Accounts Staff consists of an Accountant and nine African Clerks.

The Department operates the Bathurst electric light and power services comprising some forty-seven miles of distribution mains, the ice making plant, the Albert Market refrigerating plant, the Bathurst Waterworks, the fire protection plant and the Government motor transport service.

Roads, streets, tram lines and the Government Wharf in Bathurst are maintained by the Department and in the Protectorate the main road from Bathurst which branches to Cape St. Mary and to the Kombo North and Central Districts is similarly maintained.

(a) Maintenance. (*Expenditure* £18,048.)

Bathurst Water Supply.—The total number of gallons pumped at the Abuko Station during 1938 was calculated as 57,617,600 gallons.

The rates charged are as follows:—

General Water Rate	...	...	1½% on rateable value.
Water supply rate	...	...	£2 per annum.
Supply rate to vessels	...	...	1s. 4d. per 100 gallons.
Meter rate	...	...	1s. 6d. per 1,000 gallons
Washing out ground nut stores	£2	10s.	per hour.

Revenue, 1938:

			£
General and Supply rates	...	...	801
Supply to vessels	...	...	222
Meter rate	...	...	91
Total			£1,114

Water supplied to the following metered consumers was:—

R.W.A.F.F.	750,000	gallons.
Prison	1,174,365	„
Botanical Gardens, Cape St. Mary ...	611,035	„
Cooling Plant, Albert Market, Bathurst	401,572	„
Power Station	394,080	„
Marine Department	495,775	„
Ships and private consumers ...	1,246,983	„
	<hr/>	
	5,073,810	gallons.

Electric Light and Power Services.—The Power Station is situated in the centre of the Town of Bathurst and the generating plant consists of five solid injection heavy oil engines driving direct coupled alternators 1×220 kw., 2×100 kw., 1×50 kw., and 1×25 kw. Total 495 kw.

System A.C. 3 phase, 4 wire, 50 periods. Consumers voltage 230 lighting, 400 power.

Feeder and distributors overhead cable.

Number of private consumers 284 an increase of seven during the year.

Supply commenced June, 1926.

Total units generated 1938, 552,643 B.T.U.

Maximum load recorded 202.5 kw.

Total connected load 674.5 kw.

Total motors connected 345 b.h.p.

Public lighting 710 gas filled lamps.

The low tension network supplies and lights some thirteen miles of streets in Bathurst, supplies a 65 K.V.A. transformer at the north end of the town—the voltage being stepped-up to 6,600 volts and conveyed by overhead cable to Cape St. Mary eight miles away, where it feeds a 43.5 K.V.A. stepped-down transformer which supplies a low tension network of about five miles. Voltage 230 lighting, 400 power.

Units consumed during 1938 were as follows:—

(a) Units sold	112,954
(b) Ice Factory	5,875
(c) Public Services, Street Lighting	260,190
(d) Public Services, Govt. House ...	20,338
(e) Public Services, Hospital, Clinics, etc.	32,313
(f) Public Services, Market	9,637
(g) Public Services, Police Station and Prison	8,545
(h) Public Services, Customs Shed and Wharf	2,925

Carried forward... 333,948 118,829

	<i>Brought forward ...</i>	333,948	118,829
(i) Public Services, Half Die Pumping Station		1,919	
(j) Public Services, Box Bar		7,600	
(k) Public Services, Post Office, Wireless, Telephones and Wireless Station		4,857	
(l) Public Works Department		8,899	
(m) Public Services, Marine		13,686	
(n) Public Services, Printing Office		2,925	
(o) Public Services, Fire Protection Plant		70	
(p) Public Services—Other Government Offices		3,953	
			377,857
(q) Power Station (auxiliaries)		41,050	
(r) Lost in distribution		14,907	
			552,643
	Total Units generated		

Excluding emoluments of the permanent staff provided for under personal emoluments of the Estimates the expenditure during 1938 on maintenance amounted to £3,987.

Ice Factory.—The Public Works Department also operate and maintain an ice factory and ice is sold to the public at 1d. per lb. Ice sold for last year amounted to approximately 19½ tons.

Market Cold Store.—A small cold storage plant is installed in the Albert Market, Bathurst. Approximately 153½ tons of meat passed through this storage in 1938.

(b) *Construction, etc. (Expenditure £11,607.)*

The principal works carried out during the year included :—

	£
Minor Works	540
Roads	3,903
Hospital Bansang	2,160
Agricultural Headquarters Georgetown	1,146
Sanitary works (latrines and soakage chambers)	672
Customs Shed Extension (completion) ...	407
Timber Store, Marine	222
King George V Memorial	1,508

Colonial Development Scheme.—The development of water supply, Bathurst (£15,693) was carried on during the year and satisfactory progress was made.

The work is practically completed except for the coupling of the new pumps.

Revenue earned by the Department :

	£
Water	1,114
Electric Light	13,731
Ice factory	176
Transport	1,537
Petroleum Licence and Magazine Rent	461
Miscellaneous	166

CHAPTER XIII. JUSTICE AND POLICE.

ADMINISTRATION OF JUSTICE.

The Courts in the Colony are the Supreme Court, the Court of Requests, the Bathurst Police Court, the Coroner's Court and the Mohammedan Court.

The Mohammedan Court was established in 1905. It is presided over by the Cadi who sits alone or with two Assessors, who are Justices of the Peace. It has jurisdiction in matters exclusively affecting Mohammedan natives and relating to civil status, marriage, succession, donations, testaments and guardianship. Appeal lies to the Supreme Court.

The Bathurst Police Court is usually presided over by the Police Magistrate. His Court, which is a Subordinate Court of the first class may, under the Criminal Procedure Code (sec. 7), pass the following sentences:—

- (a) Imprisonment for a term not exceeding two years.
- (b) Fine not exceeding £200.
- (c) Corporal punishment.

His jurisdiction extends to the summary trial of all offences not made cognisable only by the Supreme Court (Criminal Procedure Code, Sec. 4). Further summary jurisdiction over a variety of matters is conferred by a number of local Ordinances.

In addition the Police Magistrate may be empowered in certain circumstances by the Supreme Court to exercise the powers and jurisdiction of a Commissioner in civil and criminal matters arising in the Protectorate. (cf. p. 43).

This Court may also be presided over by two or more Justices of the Peace. This Court when presided over by Justices of the Peace is a Subordinate Court of the second class and may, under the Criminal Procedure Code (Sec. 8), pass the following sentences:—

- (a) Imprisonment for a term not exceeding six months.
- (b) Fine not exceeding £50.
- (c) Corporal punishment.

Its jurisdiction extends to the summary trial of all offences not made cognisable only by the Supreme Court or by a Subordinate Court of the first class. The Justices generally sit in the absence of the Police Magistrate on leave or in case of sickness. An appeal lies from the Bathurst Police Court, whether constituted by the Police Magistrate or Justices of the Peace, to the Supreme Court and the Court may be required to state a case.

The Court of Requests is a civil court having jurisdiction in all claims up to £50, except malicious prosecution, libel, slander, criminal conversation, deduction and breach of promise of marriage. The Court may be constituted by the Police Magistrate or by two Commissioners, who are Justices of the Peace. An appeal lies to the Supreme Court.

The Supreme Court is a Superior Court of Record and has analogous jurisdiction to that of the High Court of Justice in England. It is constituted by one Judge. In addition to receiving appeals from the Subordinate Courts, the Judge reviews criminal cases tried by these courts and by Native Tribunals. The Judge is also empowered to carry out the duties of the Police Magistrate, if necessity arises. In certain circumstances a Deputy Judge may be appointed by the Governor to exercise all the powers of a judge concurrently with the Judge.

The Supreme Court has the same jurisdiction over matters occurring in the Protectorate as it possesses in respect of matters occurring in the Colony.

The Protectorate Courts are the Provincial Courts and the Native Tribunals.

Provincial Courts were established by the Provincial Court Ordinance, 1935, and are presided over by a Commissioner, or an Assistant Commissioner. When presided over by a Commissioner they are Subordinate Courts of the first class with the same criminal jurisdiction as the Bathurst Police Court when presided over by the Police Magistrate (q.v.). When an Assistant Commissioner presides the Court is a Subordinate Court of the second class with the same jurisdiction as the Bathurst Police Court when presided over by Justices of the Peace (q.v.) Provincial Courts have a civil jurisdiction in all claims up to £100. An appeal lies from the Provincial Court to the Supreme Court, and the Court can also be required to state a case for the Supreme Court in a criminal matter.

Whenever in any civil or criminal matter or cause pending before a Provincial Court it is made to appear to the Judge of the Supreme Court that such an order will tend to the more speedy or satisfactory administration of justice or is otherwise expedient, the Judge may order such cause or matter to be heard by the Police Magistrate, who for such purpose shall have all the powers and jurisdiction vested in a Commissioner.

Native Tribunals were established in each District by the Native Tribunals Ordinance, 1933. These Courts, constituted by the native members only, have jurisdiction only over natives. They administer native law and custom, the Mohammedan Law relating to civil status, marriage, divorce, dowry, succession, the rights of parents and guardianship, when the parties are both Mohammedans, and also the provisions of local Ordinances which confer jurisdiction on them. The jurisdiction of a Native Tribunal is defined in the Warrant of the Governor establishing it. Native Tribunals are divided into two grades with the following jurisdiction:—

Grade A.—Criminal causes, which can be adequately punished by nine months' imprisonment or a fine of £15 or both such imprisonment and fine. Civil actions in which the debt, demand or damages does not exceed £50.

Grade B.—Criminal causes which can be adequately punished by six months' imprisonment or a fine of £10 or both such imprisonment and fine. Civil actions in which the debt, demand or damages does not exceed £25.

The Commissioner of the Province has wide powers of control and revision of the proceedings of Native Tribunals.

Coroner's Court.—A Coroner is appointed for the Colony and is paid by fees. Inquests in the Protectorate are held by the Commissioners.

Judicial Staff.—There are one Judge, one Magistrate, twenty-nine Justices of the Peace and Commissioners of the Court of Requests, four or more Commissioners, one Cadi and approximately two hundred members of Native Tribunals. There is one office for all the Colonial Courts which is in charge of a Clerk of Courts who keeps the records and receives fines and fees received in connection with cases heard in Bathurst.

Crime.—In the Colony 384 persons were brought before the Bathurst Police Court during the year as compared with 568 persons in 1937. In the Protectorate the Provincial Courts and Native Tribunals dealt with 873 offences as compared with 1,247 offences in 1937.

The number of Criminal Informations filed in the Supreme Court was twenty-one.

*Statistics for the year 1938.***Criminal:—**

Court.	Cases.	Dismissals.	Committals for trial.	Convictions.
Supreme Court ...	21	5	—	16
Police Court ...	384	48	8	328
Provincial Courts :—				
North Bank Province	47	—	2	45
South Bank Province	28	—	—	28
MacCarthy Is. Province	54	—	1	53
Upper River Province	47	—	2	45
Native Tribunals :—				
North Bank Province	127	1	—	126
South Bank Province	236	7	—	229
MacCarthy Is. Province	194	4	—	190
Upper River Province	132	20	—	112

Civil:—

Supreme Court ...	...	...	...	...	59 cases.
Mohammedan Court	...	...	...	...	167 "
Court of Requests	...	...	...	...	1,582 "
Bathurst Police Court (rating, etc., cases)	...	...	...	...	298 "
Provincial Courts	...	...	...	...	203 "
Native Tribunals ...	...	...	...	...	426 "

POLICE.

The Police Force is an armed body under the command of the Superintendent of Police. The other European Officers are the Assistant Superintendent of Police, the Chief Inspector of Police and the Bandmaster. The African personnel consists of a Pay Clerk and Quartermaster, an Inspector of Police, four Sub-Inspectors and 122 other ranks including twenty-five Band.

In addition to the maintenance of law and order in the Island of Saint Mary, the Force is responsible for the issue of licences, the control of immigration, the supervision of weights and measures, traffic control, fire fighting, court duties, the escort of convicted prisoners from the Protectorate to Bathurst Prison and other miscellaneous duties. In the Protectorate, police duties are normally undertaken by the Commissioners with the assistance of Court Messengers (known locally as "Badge Messengers").

Maintenance of Law and Order.

Statistics:—

	1937.	1938.
Cases dealt with	378	306
Prosecutions conducted (persons) ...	303	208
Inquest summonses served	19	17
Convictions obtained (persons) ...	268	156
Warrants executed	11	12
Summonses and subpoenas served ...	3,094	781

Issue of Licences:—

Motor Vehicle	509	590
Dog	70	73
Firearms	154*	164*
Domestic servant	427	487
Motor Driver	592	549
Liquor	35	35
Entertainment	15	21

* Bathurst only.

Traffic Control.—Control is maintained on weekdays in Bathurst from 6 a.m. to 6 p.m.

Finger Print Bureau.—The Bureau, which was organised in 1931, is administered by the Bandmaster in addition to his other duties and satisfactory progress was made during the year.

Weights and Measures are dealt with in Chapter XV.

Relations with the Public.—Good relations were maintained throughout the year.

Training.—Being an armed Force, instruction based on military principles is included in the syllabus of training. The following subjects are included in the regular courses of instructions:—

- Law and general police duties.
- Observation training.
- Traffic control.
- Physical training.
- Infantry drill.
- Musketry.
- Fire drill.

Health.—The health of the Force during 1938 was satisfactory.

Band.—The public concerts given weekly were greatly appreciated by the inhabitants of Bathurst.

PRISON.

In the Gambia the main Prison is situated at Bathurst, but there are native prisons at Georgetown, MacCarthy Island Province and Kerewan, North Bank Province. The buildings of the Prison at Bathurst which were formerly used as an isolation hospital were converted into a prison in 1920. They are constructed of crinting and plaster, well ventilated and are provided with electric light and a pipe-borne water supply. Accommodation is available for 150 prisoners and consists of three association wards, five solitary confinement cells, an infirmary, cook-house, stores and out-houses. The warders are accommodated close to the prison.

Staff.—The staff consists of the Inspector of Prisons (whose duties are performed by the Superintendent of Police), the Assistant Inspector of Prisons (whose duties are performed by the Assistant Superintendent of Police), an African Chief Warder and twenty-three other African warders.

Health.—The prison is visited daily by a Medical Officer. The health of the prisoners during 1938 was good, the daily average number of sick being .51 per cent of the average daily number in the prison.

Visiting Committee.—The prison is visited regularly by a committee appointed by the Governor. The present committee consists of the Senior Medical Officer, the Assistant Receiver General and an African Member of the Legislative Council. In addition, all Justices of the Peace having jurisdiction in Bathurst may, when they so desire, inspect the prison and examine the condition of the prisoners.

Juvenile Offenders.—On the very rare occasions that juveniles are committed to prison they are given separate accommodation and are not allowed to associate with adult criminals.

Female Prisoners.—Very few females are committed to prison. Separate accommodation is provided for such prisoners and they are placed in charge of the Prison Matron.

Employment of prisoners.—In addition to the ordinary routine work of cleaning, cooking, etc., prisoners are employed regularly at Government House garden, and on minor public works under the supervision of warders. A garden is maintained at the prison by prison labour and, during 1938, 10,950 lb. of vegetables were raised for consumption by the prisoners.

Prison Offences.—The discipline during 1938 was good, twenty-two offences being recorded. Five prisoners escaped; of these three were recaptured and two are still at large.

		1937.	1938.
Admissions (Bathurst)	... ..	163	178
Discharges	... ..	137	155
Average daily number of prisoners	...	58.9	71.3

CHAPTER XIV. LEGISLATION.

Twenty-four Ordinances were passed in 1938. The only ones which call for special comment are:—

1. The Advertisements Regulation Ordinance, 1938. The purpose of this Ordinance is to attempt to control the exhibition of unsightly advertisements. It confers power on the Governor-in-Council to make Regulations for the control, prohibition and removal of advertisements of any kind whatsoever which are visible from any road, street or public thoroughfare or from the inland or territorial waters or from any other place to which the public have access. Under the Regulations which have been made under the Ordinance any advertisement which disfigures the natural beauty of any scenery or affects injuriously the amenities of any locality, town or village is not permitted to be erected or exhibited and if erected or exhibited may be removed by the Director of Public Works. In addition it is not lawful to exhibit any advertisement in or upon any land, building, tree, vessel or craft provided that this prohibition shall not apply to any advertisement as to trade business, entertainment, meeting, auction or sale upon or in relation to the land or building upon which it is displayed or any such advertisement exhibited upon any board or placard which is circulated by being carried by a person employed for that purpose. In addition, the prohibition does not extend to the use of shop windows or doors for the advertisement of merchandise in any shop or to the neat lettering painted upon vehicles advertising the business of any person. "Advertisement" includes announcement or direction and any bill, poster, sign, signboard, sky sign, placard, leaflet, notice, and any structure or apparatus erected or intended only for the display of advertisements.
2. The Civil Marriage Ordinance, 1938, which enables civil marriages to be celebrated in the Gambia.
3. The Revised Edition of the Laws Ordinance, 1938. This Ordinance provides for the preparation and publication of a Revised Edition of the Laws. The last Revised Edition was published in 1926.
4. The Supreme Court (Amendment) Ordinance, 1938. This Ordinance enables the Governor to appoint a Deputy Judge of the Supreme Court who shall exercise all the judicial powers of the Judge of the Supreme Court.

CHAPTER XV. BANKING, CURRENCY, WEIGHTS AND MEASURES.

Banks.—The only Bank in the Colony is the Bank of British West Africa which has a Savings Bank for small depositors. The Government has also a Savings Bank, administered by the Post Office, the rate of interest being $2\frac{1}{2}$ per cent per annum. At the 31st of December, 1938, the deposits amounted to £4,810 in respect of 1,349 depositors.

Currency.—The Currency is British West African alloy and nickel coins of denominations 2s., 1s., 6d., 3d., 1d., half-penny and one-tenth of a penny, and British West African currency notes of 20s., and 10s., denominations.

Stocks of currency are held on behalf of the West African currency board and issues therefrom are made to the Bank, as and when required against payment in London.

The value of the notes in circulation on the 31st December, 1938, was £258,351 as compared with £264,700 on the 31st December, 1937, whilst alloy coins to the value of £192,365 were in circulation at the end of 1938 as against £380,214 at the end of the previous year.

Weights and Measures.—Standard weights and measures (Avoirdupois, Troy, Imperial measures of capacity, length and surface) are prescribed by the Weights and Measures Ordinance of 1902 and are kept by the Government. The Superintendent of Police is the Inspector of Weights and Measures and is assisted by a number of Deputy Inspectors amongst whom are included the Commissioners of the Provinces in the Protectorate.

CHAPTER XVI. PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.—The Revenue and Expenditure during the last ten years were:—

YEAR.	REVENUE.	EXPENDITURE.
1929	£235,265	£289,506
1930	216,739	253,228
1931	184,825	227,487
1932	206,132	196,015
1933	231,787	180,161
1934	221,564	174,663
1935	245,485	194,669
1936	257,180	209,000
1937	285,204	243,323
1938	166,749	263,199

Development Loan.—On the 1st February, 1933, the Crown Agents for the Colonies arranged a loan for the purpose of meeting part of the cost of development works undertaken in the Colony, viz., improvement of roads, water supply and wharf.

The amount of stock issued was £38,759 13s. 9d. at £97 per cent bearing $3\frac{1}{2}$ per cent interest per annum. The loan is redeemable in thirty years and a sinking fund contribution is made at the rate of 1.9 per cent per annum. At the close of the year the sinking fund stood at £4,609.

Government Funds.

(a) General Revenue Balance on 31st December,						
1938	...	...	...	...	...	£ 58,786
(b) Reserve	...	...	...	...	...	227,390
(c) Steamer Depreciation Reserve	...	...	...	...	...	21,435
						<hr/> £307,611 <hr/>

Taxation.—The main sources of Revenue from taxation with the yield for the last five years were as follows:—

	1934.	1935.	1936.	1937.	1938.
<i>Customs Import Duties.</i>	£	£	£	£	£
<i>Ad valorem</i> ...	8,392	10,519	10,227	14,559	5,387
<i>Specific :—</i>					
Kola Nuts ...	38,559	54,689	55,059	43,743	21,679
Kerosene & Petroleum ...	6,151	7,872	5,808	9,894	5,612
Spirits ...	3,430	3,906	3,369	4,425	2,980
Tobacco ...	8,974	17,150	14,764	16,124	10,247

	1934.	1935.	1936.	1937.	1938.
	£	£	£	£	£
Sugar ...	2,695	4,355	4,796	4,695	2,743
Cottons ...	14,273	22,395	34,549	28,503	4,359
Wines ...	1,353	2,438	2,060	2,995	2,682
Other articles	12,515	14,028	13,371	17,276	8,464
Rice ...	9,120	13,774	16,212	25,39	2,640
Parcel Post	492	550	427	568	309
<i>Customs Export Duty.</i>					
Ground-nuts	35,666	22,358	24,594	33,361	23,453
<i>Total Customs Duties.</i>	£141,620	£174,014	£185,236	£201,542	£90,555
Port Dues	2,768	3,023	3,625	4,075	2,388
Protectorate Taxes	13,638	11,365	13,332	11,918	13,620
Trade Licences	3,195	3,347	3,865	4,369	2,587
Other Licences					
Liquor, Motor Car etc.	2,126	2,627	2,231	3,014	3,033
Town Rates	2,242	1,978	1,523	2,080	2,117
TOTAL	£165,589	£196,354	£209,812	£226,998	£114,300

Excise and Stamp duties.—There are no excise duties. The revenue collected in 1938 under the Stamp Duty Ordinance amounted to £163.

Yard Tax.—Under the Protectorate Ordinance the following scale of Yard Tax is imposed:—

	s.	d.
(a) For every yard containing not more than four Huts or Houses ...	5	0
(b) For every additional Hut or House in the yard	1	6
(c) For every person residing in a yard other than a member of the family of owner or occupier ...	2	0
(d) For every person residing in a yard who is not a member of the family of the owner or occupier and who cultivates public land ...	8	0

CHAPTER XVII. LAND AND SURVEY.

The Land and Survey Department carries out surveys of the townships in the Protectorate where plots are leased for trading purposes. Individual plots in the Protectorate and Bathurst are also surveyed when applied for and the necessary plans and deeds are prepared.

Various other surveys are made as required by Government and miscellaneous duties are performed in regard to lands held under lease from Government, the revision and preparation of plans, and valuation of properties prepared. The Rates Assessment Committee, with the Land Officer as Chairman, held numerous sittings at the Land Office to assess the rates for the Town of Bathurst, and the Rating List was prepared by the Clerk to the Committee, who is also Chief Clerk in the Land Office, assisted by other members of the Staff.

Grants and Leases of public lands in the Colony and Protectorate are regulated by the terms of the Public Lands (Grants and Dispositions) Ordinance No. 5 of 1902.

Freehold grants are now seldom made and then only in exceptional circumstances. The present practice is to grant leases either from year to year or for periods not exceeding fourteen years with certain exceptions.

Plots at the various trading centres in the Protectorate or "Wharf Towns" as they are called, where groundnuts are collected for export, are leased at a rental varying from £2 to £4 per 1,000 square yards according to situation. The area of these plots is limited in ordinary circumstances to 6,000 square yards.

The whole of the Town of Bathurst as now laid out has been granted either in fee simple or under lease. Rents of plots leased by Government in Bathurst vary from 10s. per 1,000 square feet for plots in residential areas to £2 10s. per 1,000 square feet for plots along the river front leased for commercial purposes.

No concessions of lands for the exploration of minerals or other purposes are in existence.

Rents payable to Government on public lands and wharf licences in Bathurst and the Protectorate and rates on properties in Bathurst amounted to £6,960 for the year 1938 whilst £132 was received in respect of survey fees. In 1937 the rents and rates amounted to £6,840 and the fees for surveys to £106. Expenditure was £1,983 in 1938 as compared with £1,872 in 1937.

Activities during 1938.

Surveys.—Plots were surveyed at various wharf towns in the Protectorate and in Bathurst.

Numerous surveys were carried out in Bathurst and the Protectorate.

A new survey of the Fajara building estate was continued and further detail added to the map.

The following surveys of wharf towns were revised:—
Bansang, Kau-ur, Basse Santa Su and Kuntau-ur.

Plans.—Sixty-two plans were prepared in connection with lands and wharves granted or licensed and endorsed on deeds.

Fifteen tracings of plots and wharves surveyed were made. Maps of Georgetown, Basse and the Fajara Estate were revised. Numerous plans, tracings and sunprints were supplied to other Departments and the British Airways Survey Party.

Grants and Leases.—Twenty-one leases and wharf licences were prepared.

Rates Assessment, Bathurst.—The Rating list for 1938 was completed early in the year and that for 1939 was prepared for public inspection.

Miscellaneous.—The Land and Survey Department supplied the Public Works Department throughout the year with the correct local time for regulating the clocks.

Valuations of properties in Bathurst were made for the Curator of Intestate Estates.

Acquisition.—Certain properties were valued and acquired for sites in connection with the sanitation of the Town of Bathurst.

Aerodromes.—Assistance was rendered to the Survey Party acting on behalf of British Airways during May to June, and the positions of the sites provisionally selected for an Aerodrome were pointed out on the ground.

CHAPTER XVIII. MISCELLANEOUS.

One of the most important events of the year was the inauguration of a passenger and air mail service between Bathurst and Freetown, Sierra Leone by Elders Colonial Airways, Ltd. Two visits by representatives of British Airways, Ltd., were made on the 27th May and 31st December respectively for the purpose of investigating local conditions.

On the 26th November a tragic disaster occurred when the Deutsche Luft Hansa landplane D—AIVI "*Preussen*", which had arrived in Bathurst on an experimental flight, struck a palm tree on taking off from the aerodrome at Jeshwang and burst into flames.

Twelve members of the crew of fifteen were killed and the three survivors suffered severely from burns and lacerations.

The Gambia Company, Royal West African Frontier Force, proceeded to Freetown, Sierra Leone in two detachments for a period of two years on the 21st October and the 27th October respectively for the purpose of higher training facilities. The Company was replaced by "A" Company of the Sierra Leone Battalion, Royal West African Frontier Force.

During the year a scheme was launched for the provision in Bathurst of a playing field in memory of His late Majesty King George V. The field is estimated to cost £2,500 of which Government is contributing £1,920. It is hoped to raise the balance by public subscription.

H.M.S. "*Rochester*" visited the Colony for five days from the 4th February and proceeded up river as far as Kuntau-ur. H.M.S. "*Penzance*" visited Bathurst for three days in April, H.M.S. "*Londonderry*" for five days in August, H.M.S. "*Milford*" for six days in October and H.M.S. "*Amphion*" for three days in November.

APPENDIX I.

The following are the principal firms carrying on a general import and export trade in the Gambia :—

Name.	Address in the Gambia.	Address of Head Office outside the Gambia.
United Africa Co., Ltd.	Wellington Street Rathurst.	Unilever House, Blackfriars, London, E.C. 4, England.
Le Commerce Africain	do.	Represented by Office Coopératif de l'Afrique Française, 22 Rue Ferdinand Buisson, France.
Compagnie Française de L'Afrique Occidentale	do.	32, Cours Pierre Puget, Marseilles, France.
Etablissements Maurel & Prom	do.	18, Rue Porte Dijaux, Bordeaux, France.
Etablissements Vézia	do.	18, Rue Feniére Bordeaux, France.
Maurel Frères S. A.	do.	Represented by Maurel Frères Société à responsabilité limitée, 6, Quai Louis XVIII Bordeaux, France.
Etablissements V. Q. Petersen et Cie.	do.	29, Boulevard Pinet Laprade, Dakar, F.W.A.
Sarkis Madi	Russel Street Bathurst.	Campbell Bros, Carter & Co., Ltd. 37-41 Grace- church St: London, E. C. 3, England.
M. K. Bahsali, Ltd.	do.	J. Bahsali, 82, Princess Street, Manchester, England.

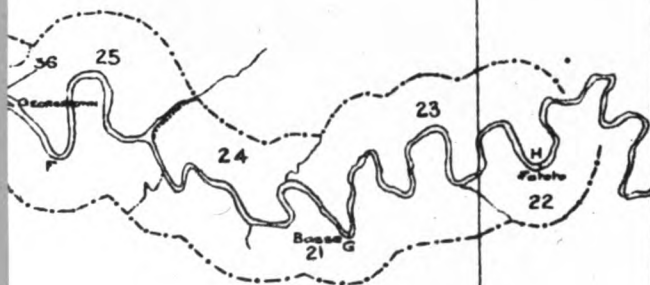
APPENDIX II.
LIST OF PUBLICATIONS RELATING TO THE GAMBIA.

WORK.	AUTHOR.	YEAR OF PUBLICATION.	AGENT.	PRICE. £ s. d.
The Gambia Colony and Protectorate: An Official Handbook.	Francis Bisset Archer	1906	St. Bride's Press, Ltd., London.	0 10 6
History of the Gambia	H. F. Reeve, C.M.G., M.I.C.E., F.R.G.S., F.A.S.	1912	Messrs. Smith Elder & Co., 15, Waterloo Place, London.	0 6 0
Report on the Agricultural Conditions and Needs of the Gambia.	M. T. Dawe, F.L.S., F.R.G.S.	1921	Receiver General Bathurst.	0 5 0
List of Plants collected in the Gambia.	M. T. Dawe, F.L.S., F.R.G.S.	1922	do.	0 1 0
Vocabulary of the Mandingo Language together with an Aendea.	Dr. E. Hopkinson, C.M.G., D.S.O., M.A., M.B. (Oxon).	1924	do.	0 10 0
Report by the Honourable W.G.A. Ormsby-Gore P.C., M.P., (Parliamentary Under Secretary of State for the Colonies), on his visit to West Africa during the year 1926.	—	1926	Receiver General Bathurst, and Crown Agents for the Colonies, London, Eng.	0 3 6
Report on a Rapid Geological Survey of the Gambia.	W. G. G. Cooper B. Sc. (Eng.)	1927	do.	0 3 0
The Carthaginian Voyage to West Africa.	Sir Richmond Palmer, K.C.M.G., C.B.E.	1931	Receiver General Bathurst.	0 5 0
A Short History of the Gambia.	W. T. Hamlyn	1931	do.	0 2 0
A Short Phrase Book and Classified Vocabulary of the Mandinka Language.	G. N. N. Nunn B.A. (Cantab.)	1934	do.	0 1 6
A Short Study of the Western Mandinka Language.	W. T. Hamlyn	1935	do.	0 5 0
Report on the Social and Economic Progress of the People of the Gambia (annual.)	—	—	Receiver General and Crown Agents.	0 2 0
Blue Book of the Gambia (annual.)	—	—	do.	1 0 0
Report of the Agricultural Department (annual.)	—	—	do.	0 3 0
Report of the Education Department (annual.)	—	—	do.	0 2 0
Report of the Medical Department (annual.)	—	—	do.	0 5 0
The Gambia (for use in Schools).	—	1937	Receiver General Bathurst	0 0 4
The Birds of Tropical West Africa Vols. I to V.	D. A. Bannerman	1938	Crown Agents for the Colonies, London, England	15/- to 22/6 per volume.

LIBERIA WEST AFRICA

Scale: 1:1,000,000

0 5 10 15 20 25 30 35 40 45 50 ST MILE



REFERENCE

POINTS

- 19 Eastern Niamina
- 20 Fulladu West
- 21 " East
- 22 Kantora
- 23 Wuli
- 24 Sandu
- 25 Sami
- 26 Mani
- 27 Nianija
- 28 Upper Selum
- 29 Lower "
- 30 Upper Boddibu
- 31 Central "
- 32 Lower "
- 33 Jakadu on Joka
- 34 Upper Niumi
- 35 Lower "
- 36 MacConthly Island

International Boundary
Provincial
District

FERRIES

- A Brumen Ferry
- B Kerewan "
- C Kau-un "
- D Lamin-Koto "
- E Sankuli Kunda Ferry
- F Basse Ferry
- G Basse "
- H Fatoto "

TRUNK ROADS

- Bathurst - Brumen Ferry
- Banna - Illiasa - - - - -
- Illiasa - Brumen Ferry - - - - -
- Bantanding - French Bldg -

PROVINCIAL HEAD QUARTERS

- Cape St Mary
- Kerewan
- Georgetown
- Bosse

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14°

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Report of the Commission

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Report of the Colonial Students Committee appointed by the Secretary of State for the Colonies, December, 1938 ~~cc. 2~~. Colonial No. 161] 9d. (10d.)

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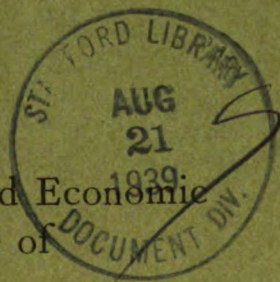
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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF BRITISH HONDURAS, 1938

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1.—GEOGRAPHY, CLIMATE, AND HISTORY.

Geography.

British Honduras lies on the Atlantic side of the mainland of Central America within $18^{\circ} 29' 5''$ to $15^{\circ} 53' 55''$ North latitude and $89^{\circ} 9' 22''$ to $88^{\circ} 10'$ West longitude.

The Colony is bounded on the east by the Caribbean Sea, on the north and north-west by Mexico, and on the west and south-west by Guatemala. The frontier with Mexico follows the course of the River Hondo; that with Guatemala follows the course of the River Sarstoon on the south, continuing by a line drawn from the Gracias a Dios Falls, on the River Sarstoon, to Garbutt's Falls on the Belize River, and from Garbutt's Falls due north to the Mexican frontier. The greatest length of the Colony is about 174 miles and the greatest width about 68 miles. The total area is 8,598 square miles. The Colony is therefore about one-sixth the size of England, nearly twice the size of Jamaica, and about two-thirds the size of the whole of the British West Indian Islands put together.

A number of "cays" and reefs lie off the mainland of the Colony at varying distances from the coast, in an almost continuous line from the point of the Yucatan peninsular to the southern boundary of the Colony. The largest of these are Ambergris Cay and Cay Caulker, while the Turneffe group of cays covers a large area.

Near the coast the land is low and swampy, but gradually rises inland. The northern half of the Colony is low-lying, but further south the country is hilly and even mountainous, rising in the Cockscomb Range to a height of 3,700 ft. The Colony is well watered, and its numerous rivers provide the chief means of communication. The soil is rich and well adapted to the growth of tropical produce.

Climate.

The climate of British Honduras compares favourably with that of other tropical countries. Europeans leading a normal life and taking ordinary precautions will find the climate of British Honduras pleasant and healthy. The average rainfall at Belize was 84.99 ins. for the last five years.

The extremes of temperature and the rainfall at Belize for the last 10 years were as follows:—

<i>Extremes of temperature.</i>					<i>Year's Rainfall.</i>
		F°		F°	<i>inches.</i>
1938 ...	13th October ...	90	27th January ...	50	81.20
1937 ...	30th August ...	90.5	3rd January ...	54	74.34
1936 ...	15th June... ...	91	17th December ...	56	114.04
1935 ...	4th September ...	91	6th February ...	51	64.16
1934 ...	16th April... ...	93	13th December ...	56	91.21
1933 ...	5th May	91.5	1st January ...	61.5	73.03
1932 ...	15th September ...	93	21st November ...	59	67.36
1931 ...	12th May	89	22nd January ...	51	120.23
1930 ...	27th May— 7th September ...	89	24th December ...	59	84.73
1929 ...	28th September ...	90	30th January ...	57	113.57

History.

It is thought that Columbus discovered the coast about 1502, when on his way from Cuba to find a passage to the Indies. The country first became known to Englishmen about 1638. It is probable that settlers from Jamaica visited the country and,

finding logwood abundant and easily accessible, established themselves in what is now British Honduras. Within a very short time of their arrival they must have come in contact with the Spaniards and Indians of Yucatan and the Peten district of Guatemala. There are records of many conflicts between them and, as England was frequently at war with Spain in those days, such conflicts were natural. Even after the Thirty Years' War had ended in Europe, and Spain was our ally against France, there was fighting between the subjects of the King of England and those of the King of Spain in Central America. The Spaniards made frequent attempts to expel the Englishmen and their slaves, but in 1670 Spain ceded in perpetuity to Great Britain all lands in the West Indies or in any part of America held by the English at the time. The population of the British settlement in and near Belize, the chief town, included at this date 700 white settlers, among whom was the famous Admiral John Benbow. By 1671, the settlement had grown so prosperous that it was reported to King Charles II by the Governor of Jamaica as having "increased His Majesty's Customs and the natural commerce more than any of His Majesty's Colonies". This was no doubt due to the great value of logwood and mahogany.

By 1713, there was a settled form of government carried on by magistrates elected by the inhabitants. In 1717, the Board of Trade asserted the absolute right of Great Britain to cut logwood. In the next year the Spaniards made a determined effort to conquer the settlement and got as far as "Spanish Lookout" on the Belize River, which they fortified. In 1754, another attempt was made by the Spaniards and defeated "principally by slaves", at Labouring Creek. In 1779, St. George's Cay was attacked and a great many settlers were captured, ill-treated, and carried off to Merida and thence to Havana, but were subsequently allowed to return. In 1786, by the Treaty of London, Great Britain agreed with Spain to give up the Mosquito Coast in exchange for the settlement from the Belize River to the Sibun, including the lands lying between the two rivers, and St. George's Cay, but this was not agreeable to the Spaniards, and they continued their attacks from Mexico until finally defeated on the 10th September, 1798, at St. George's Cay, after trying for a century and a half to expel the British.

In the year 1849 the Indians in Yucatan rebelled against their Spanish oppressors, and many Spaniards were driven across the Hondo and settled in the northern half of British Honduras. From the year 1867, when Mexico declared itself a republic and threw off the yoke of Spain, until the year 1872, the Indians of Yucatan made repeated raids into the Colony.

II.—GOVERNMENT.

The first settlers, from 1638 to 1786, managed their own affairs. Persons were annually elected to act as magistrates, at public meetings held for that purpose. These magistrates discharged all executive and judicial functions. Resolutions were passed at public meetings and they formed the laws binding on the community. The King, in 1765, gave a "constitution to the people", founded on their ancient customs, viz., "legislating by public meetings, and the election of magistrates annually by the free suffrage of the people". This, it may be remarked, was the freest constitution ever enjoyed by, or granted to, a British settlement.

Admiral Sir William Burnaby was then sent to the settlement to make the necessary arrangements, and the inhabitants were put in full possession of their lands and rights. Captain Cook, the celebrated navigator, accompanied Sir William Burnaby, who codified the laws and customs of the settlement, which were afterwards published and known as "Burnaby's Laws".

In 1786, a Superintendent was appointed by the Home Government, but during the years 1791 to 1797 elected magistrates again ruled the settlement. From this latter date Superintendents were regularly appointed until 1862. An Executive Council was established in 1840 to assist the Superintendent, and in 1853 a Legislative Assembly was formally constituted, consisting of eighteen elected and three nominated members. The settlement was declared a Colony on 12th May, 1862, and a Lieutenant-Governor was appointed subordinate to the Governor of Jamaica. In 1870, the Legislative Assembly was abolished by a local enactment and a Legislative Council substituted therefor, consisting of five official and not less than four unofficial members, with the Lieutenant-Governor as President. From 1913 to 1936 the Council consisted of six official and seven unofficial members.

On the 31st of October, 1884, Letters Patent were proclaimed constituting the office of Governor and Commander-in-Chief, which rendered the Colony independent of Jamaica. These were renewed by Letters Patent proclaimed on the 10th of September, 1909.

On the 11th January, 1936, by Proclamation, the British Honduras Constitution Ordinance, 1935, as amended by Ordinance No. 18 of 1935, was brought into operation. This

Ordinance is entitled "An Ordinance to provide for the Constitution and Legislative Council of the Colony" and provides for the determination of the old Legislative Council and substitutes a Legislative Council consisting of the Governor as President, five official members and seven unofficial members of whom two shall be nominated by the Governor and five elected for four constituencies. The new Council met for the first time on 12th March, 1936. By Ordinance No. 21 of 1938 the number of the constituencies was increased from four to five and the number of elected members from five to six.

All questions are decided by the majority of the votes given, the Governor or presiding member having an original vote, and, if the votes shall be equally divided, also a casting vote. "Provided that if the Governor shall consider it necessary—

(i) in the interests of public order, public faith, or other essentials of good government, including the responsibilities of the Colony as a component part of the British Empire;
or

(ii) to secure (within the scope of the Bill, motion, resolution or vote concerned) detailed control of the finances of the Colony during such time as, by virtue of receipt of financial assistance by the Colony from His Majesty's Exchequer for the purpose of balancing the annual budget or otherwise, such control rests with His Majesty's Government;

that any Bill, motion, resolution or vote proposed for the decision of the Council should have effect, then if the Council fails to pass such Bill, motion, resolution or vote within such time as he may think reasonable and expedient, the Governor at any time within his discretion may, notwithstanding any provision to the contrary declare that any such Bill, motion, resolution or vote shall have effect, and thereupon the same shall have effect as if it had been passed by the Council."

The Executive Council consists of the Governor and three *ex officio* members, and of such other persons as may from time to time be appointed with His Majesty's approval. At the close of the year under review there were five nominated members, of whom four were non-officials.

For administrative purposes the Colony is divided into five Districts: Belize, which includes the capital, at the mouth of the river of the same name; the Northern District, with headquarters at Corozal; the Cayo District; the Stann Creek District, and the Toledo District, the main station of which is Punta Gorda, in the south of the Colony. A Commissioner is

appointed to each District, other than Belize, who exercises the usual judicial functions of that office as prescribed by law, and is also *ex officio* Sub-Treasurer of his District, Sub-Collector of Customs, District Postmaster, and Chairman of the local nominated District Boards.

III.—POPULATION.

The population of the Colony at the end of 1938 was estimated at 57,767, and consisted of 28,514 males and 29,253 females. Owing to intermixing racial classification of the population is difficult and unreliable, but the Northern District is inhabited principally by the descendants of the Spanish and Maya peoples. The Stann Creek District is peopled, in the main, by Caribs, while in the Toledo District Caribs and Mayas predominate. In the Cayo District are Guatemaltecos, Mexicans and a few Syrians. In the capital the "Creoles" (descendants of the early settlers) are in the majority, but there is also a large number of people of Latin extraction from the neighbouring republics, and Syrians and Chinese. There is a limited number of Europeans and United States citizens.

The population was distributed in the Districts of the Colony as follows:—

<i>District.</i>	<i>Persons.</i>	<i>Area in Square Miles.</i>	<i>Persons per Square Mile.</i>
Belize	22,443	1,623	13.82
Northern	14,932	2,180	6.84
Stann Creek	6,425	840	7.64
Toledo	6,429	2,125	3.02
Cayo	7,538	1,830	4.11
Colony	57,767	8,598	6.71

The following table gives the number of births, deaths, marriages and the infantile mortality for 1938 with comparative figures for the previous three years:—

<i>Year.</i>	<i>Births.</i>		<i>Deaths.</i>		<i>Marriages.</i>		<i>Infantile Mortality.</i>	
	<i>No.</i>	<i>Per cent.</i>	<i>No.</i>	<i>Per cent.</i>	<i>No.</i>	<i>Per cent.</i>	<i>No. of deaths under 1 year.</i>	<i>Per cent. of live births.</i>
1935 ...	2,081	3.75	1,377	2.48	370	0.67	354	17.01
1936 ...	1,879	3.35	1,256	2.24	436	0.77	287	15.27
1937 ...	1,876	3.29	1,054	1.85	467	0.82	231	12.31
1938 ...	2,052	3.55	1,178	2.03	447	0.77	257	12.52
17525								A 4

The total number of non-official immigrants arriving at ports in the Colony during the year was 193, the particulars being as follows :—

Port of Entry.	European, American and Asiatic.								West Indian, Central and South American.					Total.
	British.	American.	German.	Spaniard.	Palestinian.	Syrian or Libanese.	Roumanian.	Asiatic.	Jamaican.	Other West Indian.	Honduranean.	Guatemalan.	Other Central or South American.	
Belize	16	13	9	1	2	5	8	2	92	9	21	7	8	193
Engaged in Professional occupation ...	1	1	—	—	1	—	—	—	1	1	—	—	1	
Engaged in commerce ...	—	—	1	—	1	3	3	1	2	—	—	—	1	
Industrial and skilled labour	—	8	2	1	—	—	—	—	11	2	2	5	—	
Missionaries and members of religious societies ...	2	2	—	—	—	—	—	—	3	1	—	—	—	
Engaged in agriculture ...	—	1	1	—	—	—	2	1	50	—	1	—	—	
Married women and children	13	1	5	—	—	2	3	—	25	5	18	2	6	
Totals ...	16	13	9	1	2	5	8	2	92	9	21	7	8	193

In addition, ten officials arrived in the Colony during the year.

IV.—HEALTH.

Quarantinable Diseases.—During the year 1938 there were outbreaks of Alastrim in El Cayo and Corozal Districts and a sporadic case in Stann Creek. All contacts were vaccinated and re-vaccinated.

Rabies.—There was an outbreak of Rabies in Belize. Two children died, 40 persons received anti-rabies treatment. The disease spread to Stann Creek and Punta Gorda, at the latter place the cattle and horses became affected. The Muzzling Order was imposed in all towns.

Malaria.—This is endemic and is responsible for a great deal of morbidity amongst the population. The spleen rate in Belize town is 2.36 per cent.; Stann Creek 9.86 per cent.; Corozal 17.77 per cent.; Orange Walk 21.50 per cent.; Punta Gorda 28.99 per cent.

Intestinal Parasites.—These are a potent source of ill-health, especially amongst the children. Hookworm Disease is a real social problem amongst the Spanish-Mayans.

Nutrition.—Nutritional diseases do occur especially during periods of economic depression but there has been a continued improvement in the economic conditions during the present year resulting in an improved state of nutrition, especially obvious amongst the children. A report on the question of Nutrition has been drawn up by the Government and published in London.* Problems of Agriculture, Economics and Social Customs in relation to Nutrition are discussed.

Dysentery.—Both amoebic and bacillary forms are found, certain areas being endemic. No epidemics were reported.

Tuberculosis.—No accurate figures are available but sporadic cases are reported from all districts. The Rockefeller Foundation made a survey of 4,284 children in Belize and in the districts. In Belize the proportion of positive reactions to a Tuberculin test ranged from 68·9 per cent. to 89 per cent. The lowest rate of 51·7 per cent. was in a Maya Indian village and the highest, 89 per cent. was found in a Belize school.

Cancer.—Several cases have been seen, chiefly amongst the Carib women; unfortunately the cases are usually too advanced to carry out any radical treatment.

Venereal Diseases.—These diseases are very prevalent in the Colony. Treatment is little sought for; late lesions being very common. A bi-weekly clinic is working in Belize for luetic therapy and a few men avail themselves for daily treatment for gonorrhoea. A separate clinic for women has been started.

Radiology and Electro-Therapy.—There is a modern X-ray plant working under a trained Radiologist. It is hoped to develop deep X-ray therapy in the near future.

An electro-therapy apparatus has been added to the Department.

The Laboratory has done invaluable work during the year, chiefly of a biochemical nature. Bacteriology will be developed during the coming year. The laboratory is being well utilized by the private practitioners in Belize.

Infant Welfare Clinics.—Belize has now got two clinics per week, one on the South side and the other on the North side of the Town. On an average 200 children are seen each week. All the Districts have started clinics under the guidance of the Government Medical Officers with very satisfactory results.

* "A Report of the Committee on Nutrition in the Colony of British Honduras"—November, 1937, published by the Crown Agents for the Colonies, 4 Millbank, London, S.W. 1. Price 5/—.

Hospitals.—There are six hospitals in the Colony, one for each District. The hospital in the capital town, Belize, contains 47 beds. The number of beds in the other hospitals ranges from 19 to six. In these hospitals, treatment is afforded for medical and surgical cases. Belize Hospital has a maternity block of 13 beds and 12 cots. A maternity block of four beds was added to Stann Creek Hospital this year. The poor and indigent receive free treatment in all the hospitals. For other classes the fees range from 25 cents to \$3.00 a day for each person.

There is a big demand for treatment both as out-patients and in-patients. Owing to the shortage of beds in Belize, only acute cases are being accepted. At the present time, the surgery in the Colony is being done by the Government Medical Officers, the greater part of this work being done in Belize, 365 operations having been performed in 1938.

It is hoped to start re-building the Belize Hospital in 1939, owing to its bad state of repair and lack of available accommodation of the present buildings.

The district hospitals require a considerable amount of modernizing.

Cases of tuberculosis are ordinarily not received for treatment in the hospitals, but accommodation is offered in the isolation huts attached to the Poor House for 12 destitute sufferers from this disease.

The Lunatic Asylum accommodating 75 inmates is being reorganized as to care of patients.

The prisons are visited daily by a Medical Officer.

Each District and each hospital of the Colony is in the charge of a Medical Officer under a Senior Medical Officer who is *ex officio* Medical Officer of Health for the entire Colony. In the Belize Hospital, there is one English-trained Matron controlling a subordinate local nursing staff, and an English Nursing Sister appointed in July, 1938. At each District hospital, there is a locally recruited nursing staff under a trained nurse who has received her training at the Belize Hospital, the course extending over a period of not less than three years.

Pupil midwives receive a course of training in the Belize Maternity Wards. A scheme for bringing the district nurses into Belize Hospital for a refresher has been operating during the year.

The reorganization of the Medical Department is under consideration.

Considerable improvements have been made in Belize with the filling up of low-lying areas under and around houses, free spoil being granted to indigent persons. The construction of street-drains has continued.

The two areas used for dumping rubbish are slowly being reclaimed. The question of slum clearance is having the close attention of the Town Board.

The increased water supply of 2,377,330 gallons in six tanks has been a great boon to the community.

All water receptacles are inspected by Sanitary Inspectors, those not screened being stocked with larvivorous fish. The system of employing better educated helpers in dealing with anti-mosquito work has proved successful.

There has been a rigid enforcement of the by-laws relating to bakeries, restaurants, hotels and boarding houses, licences being withheld until the regulations are complied with.

The general sanitation of the town shows a marked improvement during the last few years.

The scavenging of the town of Belize and other towns in the Colony is under the direction of the Sanitary Inspectors.

The majority of householders in Belize empty their night soil utensils into the river and the canals which run through the town, or into the sea.

Individual septic tanks are becoming popular among the better-class residents, but there are too many houses where owing to lack of water, funds, or of space, water-closets are an impossibility. This being so, the emptying of utensils into the canals, while it may be unsightly and disagreeable, is far more sanitary than storage in pails or pits within the house or in close proximity to other houses. In the outlying towns conditions are fairly satisfactory, but in the remote country villages, methods of disposal of night-soil are extremely faulty.

A fully trained Jamaican Sanitary Inspector was appointed for Belize during the year.

V.—HOUSING.

In Belize, the population live in wooden houses with galvanized iron roofs, standing usually on wooden piles about 7 feet above the level of the ground, which is often low-lying, swampy and flooded. The work of the Town Board and the efforts of private individuals are gradually showing a marked improvement in this connection; more especially is this so in the Mesopotamia and Freetown areas, where extensive filling-in has been done in connection with the reclamation scheme, jointly financed by the Government and the Town Board. It is unusual to find the ground floor used as a sleeping-room. It is generally used as a store-room, washing-room, kitchen or garage.

There were no building regulations before the year 1928. In consequence, householders erected houses how, where and in whatever manner they liked. Often, therefore, collections of

small tenement houses are found packed together without order in the back-yards of houses of a better class and decent appearance facing the street. Building regulations have now been passed designed to prevent this and to provide that there should be sufficient ventilation in, and free space around, each house. These regulations, however, apply only to new erections.

The Public Health legislation was amended with the object of giving the Local Health Authority of Belize a greater scope in the control of the manufacture of foodstuffs and to empower medical examination of handlers and vendors of such foodstuffs; and also of empowering the Local Authority of Belize to enforce the building of latrines and/or water closets on each premises.

A Slum Clearance Committee was appointed during the year.

VI.—NATURAL RESOURCES.

The principal products of the Colony are:—

Timber.—Mahogany, cedar, rosewood and logwood. Other hardwood species are cut occasionally for export in log form and pine is sawn on a small scale for the local market.

Other forest produce.—Chicle, hides and skins (which are chiefly crocodile) and cohune nuts.

Agricultural produce.—Bananas, plantains, citrus fruits, coconuts and copra, maize, sugar and rum, vegetables, root crops, pulses and rice.

Livestock.—Swine, cattle and poultry.

Marine.—Tortoise shell, shark products, lobsters, sponges and fish of many varieties.

Forest produce, chiefly timber and chicle, is still the mainstay of the export trade in domestic produce, the proportions of the main types of produce for the 14 years 1924 to 1937 inclusive being shown below:—

<i>Produce</i>	<i>Value</i> \$	<i>Percentage of total exports</i> <i>by value</i>
Forest produce	1,073,225	80.5
Agricultural produce	244,980	18.4
Marine and other produce	14,974	1.1

The value of produce exported in 1938 was as follows:—

	<i>Value</i> \$	<i>Percentage</i>
Forest produce	1,369,460	75.70
Agricultural produce	435,766	24.09
Marine and other produce	3,769	0.21

Comparison of these values with the 14-year average shows that Marine produce is still very depressed. Agricultural produce, due to the continued boom in bananas, is far above its average, while Forest produce, after a slow recovery has now reached the average for the period.

Examination of the annual export values since 1924 shows that Marine produce has been below average for ten years, Forest produce for eight years, while Agricultural produce after a five-year period of depression has been above the average for the last four years.

Forest.

There was an increased demand for mahogany logs, the price remaining constant, and weather conditions were very favourable for extraction operations. Unfortunately the increased production was insufficient to recoup contractors' losses in the 1936 and 1937 seasons and the prospects for 1939 are extremely dull.

The Belize mill continued the sawing of mahogany lumber chiefly for the United Kingdom market and it is worthy of note that the lumber export is maintained on a fairly steady basis and is not greatly affected by the wild fluctuations of the log export trade. An increase in the proportion of lumber in the mahogany exports would undoubtedly put this trade on a more stable basis.

The following figures show the domestic exports of mahogany and cedar logs and lumber in the last three years:—

	1936.	1937.	1938.
	1,000 s. ft.	1,000 s. ft.	1,000 s. ft.
Mahogany logs	4,843	5,112	9,771
Mahogany lumber	3,713	4,867	2,737
Cedar logs	247	219	414
Cedar lumber	46	68	10

There has been a considerable increase in recent years in the over exploitation of the mahogany forests by the removal of small and immature wood. This is clearly reflected by the measurement sheets which show that in 1937, 53 per cent. and in 1938, 48 per cent. of the number of logs exported were less than 18 ins. in diameter at the small end.

The price of chicle rose slightly and there was a slight increase in production. Exports have not varied greatly for some years. There were still no re-exports of chicle from Peten.

Both logwood and rosewood exports decreased considerably. Logwood timber is practically unsaleable and the Colony's rosewood has restricted uses only which do not permit any great expansion of market.

The trade in cohune nuts shipped whole to the United States of America continues on a small scale. The cracking plant in Toledo remained unused during the year.

Agriculture.

The weather was exceptionally dry during the first quarter of the year. In the period, April to June, sufficient rain occurred for the needs of the crops. Heavy rains commenced in July and continued throughout August and September. In certain areas flooding occurred in September. During October and November rains were fairly heavy throughout the Colony, but eased up during December. In the north of the Colony rains tended to be light throughout the year.

The Agricultural Settlement in the Rockstone Pond area which was commenced in March, 1937, has attracted additional settlers and all vacant plots have been taken up. With the exception of one or two families, who have had to relinquish their holdings for one reason or another, the settlers appear to have made some progress. Work on feeder roads was given to the settlers for a certain period each week to provide for their immediate wants; this practice has had to be continued for a considerably longer period than was at first anticipated. The greater part of the loans granted to the settlers for the supply of seed and tools has been repaid.

The Board of Agriculture continues to be of great assistance to producers of rice and particularly of maize, and unexpectedly large amounts of both were purchased during the last three months of the year. This has caused acute difficulties in relation to the provision of storage.

Rice.—Increased areas of rice have been planted during the year. This may be partly due to the setback in the banana industry, but it is considered that the existence of the rice mills and the good prices offered by the Board of Agriculture for paddy have materially contributed to the result.

Bananas.—Banana growing still occupies the attention of many planters. The output has been disappointing and is due to a combination of factors. The dry weather in the early part of the year was detrimental to the production of fruit of good quality on the poorer soils. Panama Disease is prevalent throughout the Stann Creek and Toledo Districts, while Sigatoka Leaf Disease, which has now spread throughout the Colony, rapidly extended during the wet autumn months.

The best qualities of fruit come from El Cayo District where there appear to be some soils eminently suitable for banana cultivation. The quality of the fruit from the Northern River and Santa Ana areas is on the whole poor, and the general soil conditions suggest that plantations in this region are only likely to be profitable for a very small number of years.

Export of bananas and plantains are shown in the following table:—

	1936.		1937.		1938.	
	Quantity.	Value. \$	Quantity.	Value. \$	Quantity.	Value. \$
Bananas, bunches	696,127	244,238	938,985	330,491	776,172	282,890
Plantains, number	198,200	2,314	272,600	2,228	37,500	308

Coconuts and Copra.—The industry commenced the year under the disadvantage of low prices, an aftermath of the previous year. No improvement occurred until the third quarter. Exports are tabulated below:—

	1936.		1937.		1938.	
	Quantity.	Value. \$	Quantity.	Value. \$	Quantity.	Value. \$
Coconuts, No.	4,310,110	63,930	4,938,980	76,907	4,779,290	49,803
Copra, lb. ...	425,996	10,456	357,708	10,975	285,250	6,868

Citrus Industry.—In the first quarter there was a shortage of fruit and this coupled with low prices led to only small shipments coming forward. Owing to heavy flowering in the early part of the year crop expectations have been good. In spite of lower prices than in 1938 the output in cases of grapefruit doubled. The export of processed grapefruit and of other citrus fruit remained about the same as in 1938.

The Corozal Producers' Association, Ltd., shipped a small quantity of fruit.

The following table shows exports during the last three years:—

	1936.		1937.		1938.	
	Quantity. Cwt.	Value. \$	Quantity. Cwt.	Value. \$	Quantity. Cwt.	Value. \$
Grapefruit ...	18,781	41,177	14,280	31,430	40,282	84,423
Oranges ...	291	537	315½	587	255	428
Tangerines and Mandarines	181	326	169½	315	—	—
Miscellaneous (Lemons, etc.)	—	—	15½	28	23	49
Grapefruit, canned	1,416	8,381	804½	4,663	930	4,960
Grapefruit, juice...	612	2,703	26	140	852	3,770

Sugar.—The weather conditions during the early part of the year were excellent for reaping, and by the end of the season 11,000 tons of sugar cane had been reaped. On the other hand the prolongation of the dry season hampered replanting and retarded the ratoons, with the result that the anticipated increase

in output is not as great as the increase in acreage would appear to indicate as probable.

Grain, Pulse and Groundcrops.—In the early part of the year there was a shortage of maize, but beans were plentiful. Owing to the stimulus given by the Board of Agriculture a much larger area of maize was planted than in previous years, and production consequently showed a very marked increase.

Cassava.—The majority of this crop is still grown by the Caribs for local consumption, but the existence of a factory for the manufacture of cassava products has led to the planting of fairly large additional acreages.

Livestock.—Although interest in this branch of the agricultural industry is increasing, difficulties of transport and the lack of adequate contact between producers and consumers are handicaps to rapid progress. Inferior types of cattle continue to be imported in spite of the imposition of a duty of \$6.00 per head, presumably on account of the greater regularity of the supply.

The pig industry of Toledo suffered a setback during the latter part of the year owing to an outbreak of rabies and the enforcement of a stand-still order.

Agricultural Education.—About 20 recognized school gardens have been established with the object of stimulating interest in plants and ultimately in agriculture among the children attending the schools, and imparting a rural bias to educational effort.

VII.—COMMERCE.

There was considerable increase in the amount of mahogany logs, chicle and grapefruit exported in 1938 as compared with the previous year. The exports of mahogany lumber decreased. As in the past practically all of the lumber went to the United Kingdom and the bulk of the logs to the United States.

Exports of bananas decreased considerably.

The total trade of the Colony amounted to \$7,267,475, which was more by \$683,626 than the total of \$6,583,849 in 1937.

The imports, exports, and total trade of the Colony during the last five years are shown in the following table:—

		1934.	1935.	1936.	1937.	1938.
		\$	\$	\$	\$	\$
Imports	...	1,912,375	2,676,795	3,272,833	3,981,249	4,004,091
Exports	...	1,520,917	1,699,043	2,413,851	2,602,600	3,263,384
Trade	...	3,433,292	4,375,838	5,686,684	6,583,849	7,267,475

The following table shows the percentages of trade with the Empire and the United States of America and other foreign countries in 1938 compared with the trade of 1920:—

	<i>Imports.</i>		<i>Exports.</i>		<i>Trade.</i>	
	1920.	1938.	1920.	1938.	1920.	1938.
United Kingdom and British Possessions	17·45	31·91	14·88	16·23	16·17	24·87
United States of America	60·44	30·78	78·18	72·84	69·31	49·67
Other Countries	22·11	37·31	6·94	10·93	14·52	25·46

Imports.

The imports in 1938 amounted to \$4,004,091 as against \$3,981,249 in 1937, an increase of \$22,842.
The direction of the import trade during the years 1934-1938 is shown in the following table :—

	1934.		1935.		1936.		1937.		1938.	
	\$	Per cent.	\$	Per cent.	\$	Per cent.	\$	Per cent.	\$	Per cent.
United Kingdom ...	466,733	24.40	731,396	27.32	872,252	26.65	873,759	21.94	763,168	19.06
Canada ...	200,610	10.49	263,719	9.85	268,679	8.21	325,993	8.19	322,677	8.06
Other British Possessions ...	49,675	2.60	105,370	3.93	129,463	3.95	180,258	4.53	191,870	4.79
United States of America ...	684,776	35.81	746,257	27.87	950,397	29.03	1,236,603	31.06	1,232,608	30.78
Mexico ...	284,344	14.87	528,529	19.74	734,273	21.82	900,176	22.61	984,909	24.60
Other Countries ...	226,237	11.83	301,524	11.29	317,769	10.34	464,460	11.67	508,859	12.71

Exports.

Exports amounted to \$3,263,384 in 1938 or \$660,784 more than the total of \$2,602,600 in 1937.
The following table gives the distribution of the exports during the years 1934-1938 :—

	1934.		1935.		1936.		1937.		1938.	
	\$	Per cent.	\$	Per cent.	\$	Per cent.	\$	Per cent.	\$	Per cent.
United Kingdom ...	288,722	18.98	317,510	18.82	405,720	16.80	418,672	16.08	414,424	12.72
Canada ...	31,336	2.06	50,450	2.97	47,840	1.98	32,680	1.26	111,066	3.40
Other British Possessions ...	118,200	7.77	55,362	3.26	18,991	0.78	6,159	0.24	4,138	0.12
United States of America ...	933,131	61.48	1,059,394	62.35	1,583,475	65.59	1,733,640	66.61	2,377,166	72.84
Other Countries ...	129,528	9.71	216,327	12.60	357,825	14.85	411,449	15.81	356,590	10.92

Domestic exports amounted to \$1,816,274, an increase of \$393,654 over the 1937 total. Exports of mahogany logs and lumber amounted to 57.32 per cent. of the total.

A comparative statement of the quantities of the major exports for the last four years is given below:—

		1938.	1937.	1936.	1935.
Mahogany logs	cubic feet	814,219	426,037	403,547	159,500
Mahogany lumber	" "	228,060	305,605	310,043	353,567
Chicle	lb.	880,455	659,916	767,128	735,240
Bananas	bunches	776,172	938,985	696,127	356,056

A summary of the shipping trade, distinguishing between sailing, steam and motor vessels, and British and foreign nationalities, is shown hereunder. The total tonnage was 519,480, an increase of 96,261 as compared with the previous year.

ENTERED.

Nationality.	Sailing vessels.	Steamships and motor boats.	Total tonnage.
British	488	82,698	83,186
United States of America ...	120	46,688	46,808
Other	1,279	129,450	130,729
Total	1,887	258,836	260,723

CLEARED.

Nationality.	Sailing vessels.	Steamships and motor boats.	Total tonnage.
British	310	85,846	86,156
United States of America ...	—	44,625	44,625
Other	1,334	126,642	127,976
Total	1,644	257,113	258,757

The total tonnage during the last five years was:—

Year.	Inwards.	Outwards.	Total.
1934	247,914	243,335	491,249
1935	202,654	204,523	407,177
1936	207,702	208,360	416,062
1937	213,804	209,415	423,219
1938	260,723	258,757	519,480

VIII.—LABOUR.

Accurate figures are not available as to the number of labourers in the Colony but these are estimated at 6,000, divided into four groups:—

I. Mahogany	... ..	14 per cent.
II. Chicle	... ..	16 " "
III. Agricultural	... ..	16 " "
IV. General	... ..	54 " "

The supply of labour under Groups II, III and IV is adequate and exceeds the demand but difficulty is sometimes experienced by mahogany contractors in securing experienced woodcutters—Group I.

No system of recruiting existed. Necessary legislation was enacted to provide for the introduction of the system but the rules supplementing the Ordinance will be passed during 1939 whereupon the Ordinance will be enforced.

Groups I to III are engaged under contracts of from three to nine months' duration, the contract being the employer's security against the advance given. Group IV consists principally of labourers employed by the Government on road work and by shipping companies and others in general manual labour. These, with few exceptions, are employed for short periods only and do not serve under a contract.

Legislation enacted during the year affecting labour were Ordinances Nos. 25 and 27. The former regularized the system of recruiting whilst the latter amended "The Masters and Servants Ordinance," Chapter 106 of the Consolidated Laws, by the removal of penal sanctions.

Ordinance No. 6/1938 was passed on the 14th April, 1938. This established a Provident Fund for the benefit of teachers during illness and for pension during old age.

There was no legislation regarding factories or compensation for accidents.

There was no Labour Department or Inspectorate in existence in 1938. A record of unemployed labourers was kept by the Public Works Department and these were given work on the roads in rotation.

Arrangements were made for the setting up of a Labour Department as from the 1st January, 1939.

IX.—WAGES AND COST OF LIVING.

The average wages paid are:—

Mahogany Labourers	...	\$20.00 per month (including rations to the value of about 25 cents. per day).
Chicle	..	... \$240-\$300 per season (June to March). Piece work—excluding rations.
Agricultural	..	... \$12.00 per month—without rations.
General	..	... \$1.00 per day without rations.

The first three classes are provided with passages to and from the operations and with free huts.

The official ration scale is seven quarts flour and four lb. salted pork per man per week but generally this serves only as a basis of computation and labourers may receive from employers' commissaries other items in substitution.

The wages paid to industrial or skilled workers is as follows:—

Carpenters	...	\$1.00 to \$1.75 per day.
Shipwrights	...	\$1.50 to \$2.00 per day.
Masons	...	\$1.50 to \$2.50 per day.
Painters	...	\$1.00 to \$1.50 per day.

The average hours of employment is 51, weekly.

In the domestic services wages are:—

Cooks	...	\$1.00 to \$3.00 weekly.
Housemaids	...	\$1.00 to \$2.50 "
Laundresses	...	\$1.00 to \$2.00 "

These wages include board for cooks and housemaids but lodging is not provided save in a few instances.

In the out-districts the wages paid to industrial workers and for domestic service are slightly lower.

The cost of living is moderate. The common articles of diet are rice, corn, flour, sugar, beans, peas, ground provisions (cassava, yams, etc.), fresh and salted fish, fresh and pickled pork, beef, lard substitute, condensed milk, plantains, and eggs and fruit in small quantities.

From a small survey of the cost of living of the average labourer held in Belize during the year, the following results were shown:—

Average number of children per family	2.3
" " " persons " "	4.4
" weekly wages	\$5.06
" " rent	\$0.79
" amount spent for food weekly	\$3.21

The average cost of living for Europeans is as follows:—

In Belize.—Hotels—\$2.00 to \$3.50 per day.

Boarding houses—\$2.00 a day; \$50.00 to \$60.00 per month.

In the out-districts there are no hotels or boarding houses available except at Corozal. The cost of living generally is slightly higher than in Belize.

X.—EDUCATION AND WELFARE INSTITUTIONS.

In consequence of a report made by Mr. B. H. Easter, M.B.E., Director of Education, Jamaica, in 1934, various changes have been made in the educational system of the Colony and others are under consideration. The system of elementary education is that of subsidized denominational church schools, and is controlled by a Board of Education appointed under the Education Ordinance, 1926 (No. 14 of 1926 as amended by No. 38 of 1935). Compulsory attendance is enforced in nearly all parts of the Colony and the number of schools included in

these areas is 63, 56 being grant-aided. The school officers of compulsory attendance areas are generally police constables and first alcaldes in Indian and Carib villages, except in Belize, where a civilian is employed; steps are being taken to extend the application of the law to aided schools not included in existing compulsory areas.

With the assistance of a generous grant from the Carnegie Corporation of New York, three Jeanes Supervisors of Schools began work in the Colony in 1937. Their attention is devoted chiefly to improving the standard of teaching and the curriculum and to the training of pupil teachers.

Grants-in-aid from general revenue are based principally on the average monthly attendance of children between five and sixteen years of age, and are applied towards the salaries of the teaching staff of the schools, and the provision and upkeep of buildings and equipment.

The total grants for the year in respect of elementary education amounted to \$71,792.63, average grant per head of average attendance in aided elementary schools was \$10.13.

The total cost to the Government, including administration, was \$78,628.05, average cost per head including administration charges \$11.09.

There is a number of unaided elementary schools, both denominational and private, throughout the Colony.

No provision is made for technical education but instruction in handicrafts and domestic science is given to a limited number of children at three centres in Belize, and the teaching of agriculture is being encouraged in rural schools by instruction grants to teachers and by free grants of tools. There is a Government Industrial School in the Stann Creek Valley where training in agriculture and farming are the principal features.

Secondary education is provided in the following five schools conducted by the religious denominations:—St. Hilda's College for Girls (Anglican), St. Catherine's Academy for Girls (Roman Catholic), St. Michael's College for Boys (Anglican), Wesley College for Boys (Methodist), and St. John's College for Boys (Roman Catholic); kindergarten departments for boys as well as girls are conducted in connection with St. Hilda's College and St. Catherine's Academy. These schools prepare their pupils for the Local Examinations of the University of Cambridge. They receive Government aid in the form of scholarships, of which 65 were provided by Government during 1938, their total value being \$3,575.

Particulars as to the enrolment and attendance of the various kinds of schools are:—

<i>Kind of School.</i>	<i>No.</i>	<i>Enrolment.</i>			<i>Pupils in Average Attendance.</i>		
		<i>Boys.</i>	<i>Girls.</i>	<i>Total.</i>	<i>Boys.</i>	<i>Girls.</i>	<i>Total.</i>
Aided Elementary ...	78	4,726	4,333	9,059	3,677	3,339	7,016
Unaided Elementary ...	28	463	509	972	370	405	775
Secondary ...	5	159	297	456	150	270	420
Total ...	111	5,348	5,139	10,487	4,197	4,014	8,211

XI.—COMMUNICATIONS AND TRANSPORT.

Except for traffic between the District of Cayo and the Peten District of Guatemala where carriage is by mules, internal transport in the Colony is carried on mostly by means of its many rivers (in motor-boats, pit-pans and doreys), but there is also a frequent passenger and freight air service between Belize and Cayo, Punta Gorda, Stann Creek and Corozal furnished by the Transportes Aereos Centro-Americanos (Taca) which has an airplane stationed in Belize for the purpose.

With a grant from the Colonial Development Fund one main road is being constructed from Punta Gorda (Toledo District) to the Indian town of San Antonio, a distance of about 21 miles. Of this road, 17 miles have already been completed and are open to traffic throughout the year. Another main road under construction is that from Belize to Corozal via the town of Orange Walk, a total distance of 99 miles; 85 miles are now open to motor traffic. In connection with this road a bridge of reinforced concrete has been built across the Belize River at Haulover, about 5 miles from Belize.

In addition to the above about 50 miles of "dry-weather" road have been built from Belize towards Cayo, but another 40 miles must be constructed before this frontier town can be reached from the capital by motor transport.

A short railway from Commerce Bight, in the Stann Creek District, runs 25 miles inland through very fertile country. This is being converted from a railway to a road, 6 miles of which have been completed.

The Burdon Canal connects the Belize and Sibun Rivers. Another canal connects the Sibun River with Northern Lagoon.

No tramcar or omnibus service exists in the towns. Transport of passengers is done by motor-cars, and of goods by motor-trucks and drays.

Coastwise transport is done by means of motor vessels and sailing boats. External transport is carried on entirely by sea.

There is a steamship service between Belize and New Orleans weekly via Puerto Barrios, about once a week via Cuba and Jamaica and approximately once a month direct by ships of the United Fruit Company. Small schooners provide a somewhat irregular service between Belize and Tampa, Florida, and New Orleans.

The Canadian National steamships provide a fortnightly service between Belize and Kingston, Jamaica, connecting with the Bahamas, Bermuda and Canada.

Ships of the Harrison Line from Liverpool, and ships of the Royal Netherlands Steamship Line from Amsterdam, via the West Indies, call about once a month.

There is regular and frequent communication with the neighbouring Republics by both steamers and sailing vessels.

A weekly air mail and passenger service through Mexico to the United States, was provided by the planes of the Chiapas Air Transport Company, and a similar service is maintained between Belize and the Republic of Honduras, Guatemala and other southern points by planes of the "Taca" Company.

There are 28 post offices in the Colony. The number of articles dealt with in 1938 was 925,000. Money and postal order business amounting to \$63,696 internal and \$66,992 foreign was done in 1938.

There are 72 telephone offices (transacting also telegraph business). The local telegraph system is connected by cable across the Rio Hondo with Chetumal, by means of which telegraph business is transacted through Mexico with countries abroad.

A wireless station exists in Belize for transacting radio-telegraph business with foreign stations. Daily communication was maintained with Stony Hill, Jamaica; Guatemala City and New Orleans, United States of America. During the year 1938 the number of radio telegrams transmitted was 6,443 and the number received was 6,301. The figures quoted above do not include messages relating to the conduct of the service, service messages, weather reports or Press messages.

XII.—PUBLIC WORKS.

In addition to construction and maintenance of Public Buildings, and public works in general, there has been under construction during the year several miles of roads in almost every district of the Colony.

Other public works carried out during the year include the construction of landing fields at Stann Creek, Punta Gorda and Corozal, and a Police Station at Barranco Village, widening the pier at Punta Gorda and extensive improvements to District Hospitals, Belize Prison and Lunatic Asylum.

XIII.—JUSTICE, POLICE, AND PRISONS.

Justice.

The English Common Law and all statutes of the Imperial Parliament "in abrogation or derogation, or in any way declaratory of the Common Law" passed before 1899 extend to the Colony as far as local circumstances render such extension suitable and subject to modification by Colonial Ordinances.

Petty civil courts (termed "District Courts") are established in each of the five magisterial districts. Each court is presided over by a Magistrate or District Commissioner who is *ex officio* judge of the Court.

The jurisdiction is limited to claims not exceeding \$100. An appeal lies to the Supreme Court from any judgment or order of the District Court.

When dealing with cases which can be tried summarily, a Magistrate, District Commissioner or Justice of the Peace exercises jurisdiction under the Summary Jurisdiction Ordinances, and subject to these Ordinances, has also the powers, privileges, rights and jurisdiction conferred on Justices of the Peace by the Common Law of England. Appeals from the jurisdiction of Magistrates and District Commissioners lie to the Supreme Court.

The Supreme Court of British Honduras is governed by Chapter 153 of the Consolidated Laws, 1924, and is presided over by the Chief Justice. The jurisdiction is the same as that of a High Court of Justice in England. Appeal lies from this Court to the Privy Council. The Court holds quarterly sessions at Belize, during January, April, July and October, and at Corozal similar sessions during March, June, September and December.

The following statistics show the number of criminal offences (excluding petty misdemeanours and petty offences) before the courts of the Colony during the year:—

Persons charged by police	...	...	...	1,448	
" " otherwise	...	...	...	160	
				<hr/>	1,608
Convicted summarily	...	...	...	1,243	
Acquitted summarily	...	...	...	281	
Committed to Supreme Court	...	...	...	72	
Dealt with otherwise	...	...	...	9	
Awaiting Trial, 1939	...	...	...	3	
				<hr/>	1,608
Convicted by Supreme Court	...	...	...	38	
Acquitted	...	...	...	20	
<i>Nolle prosequi</i>	...	...	...	10	
Adjourned to 1939	...	...	...	4	
				<hr/>	72

Police.

The British Honduras Police Force consists of three officers and 123 other ranks. There are 26 stations in the Colony, 18 of which are in telephonic communication.

The police are responsible for the supervision of aliens and undesirable immigrants, and are trained in traffic regulations and signals. Applicants for motor driver's licences are examined by the Police before the licences are granted by the Municipal Board.

Prisons.

The main prison in Belize is a substantial brick building with 102 separate cells, each having an average of 582 cubic feet of space. There are no association wards except the sick ward.

The prisoners are employed in association during the day in gangs outside, and in workshops indoors. At night separation is complete.

The female prison consists of a concrete building with six roomy cells each of approximately 700 cubic feet. In each of the four districts of the Colony there are small prisons which are really lock-ups. That of the Corozal District is the largest and is surrounded by concrete walls. Only prisoners who are sentenced to three months and under are confined in the District prisons. Prisoners sentenced to more than three months are sent to Belize prison. The District prisons are under the direct orders of the District Commissioner and are visited from time to time by the Superintendent of the prison at Belize, who reports on their condition and makes such recommendations as he may consider desirable.

There is no accommodation for the separation of juvenile offenders, but they are kept apart as much as possible from old offenders. Boys under 16 who commit offences are sent to the Government Industrial School at Pomona, Stann Creek. A Probation Officer has been appointed under the Juvenile Offenders Ordinance, 1932 (No. 7 of 1932), and the Probation of Offenders Ordinance, 1934 (No. 31 of 1934). The general health of the prisoners at the Belize prison was good.

Whenever it is considered desirable so to do, the Magistrate and District Commissioners allow time for payment of fines.

XIV.—LEGISLATION.

Thirty-three Ordinances were enacted during the year. Of these 14 either amended or repealed existing measures. The following are the more important enactments:—

No. 6 of 1938.—*The Teachers' Provident Fund Ordinance.*—To provide a provident fund for certain teachers in receipt of

salary grants from public funds. The Ordinance follows closely the second edition of the Model Provident Fund Ordinance transmitted by the Secretary of State.

No. 16 of 1938.—*The Savings Bank Ordinance*.—This Ordinance, which repeals Chapter 34 of the Consolidated Laws, 1924, is based on a model incorporating the recommendations contained in the report of a committee appointed by the Secretary of State to examine and report on the savings bank system in the Colonies.

No. 21 of 1938.—*The British Honduras Constitution and Electoral Qualifications and Regulations (Amendment) Ordinance*.—To increase by one the number of unofficial members of the Legislative Council to allow of the separate representation of the two districts which hitherto constituted the Southern Division.

No. 23 of 1938.—*The Public Health (Transfer of Powers) Ordinance*.—To transfer to the Senior Medical Officer all executive powers hitherto vested in the Central Board of Health and the municipal authorities.

No. 25 of 1938.—*The Recruiting of Workers Ordinance*.—To implement the provisions of the International Labour Convention concerning the regulation of certain special systems of recruiting workers.

No. 27 of 1938.—*The Masters and Servants (Amendment) Ordinance*.—To eliminate penal sanctions and substitute civil remedies.

No. 28 of 1938.—*The Consolidated Laws (New Edition) Ordinance*.—To authorize the consolidation and revision of the Laws and the Subsidiary Legislation of the Colony.

No. 32 of 1938.—*The Motor Vehicles and Road Traffic Ordinance*.—This Ordinance repeals existing legislation on the subject and makes new provision for the registration and licensing of motor vehicles and for the control of all road traffic. Provision is made for the establishment of a Transport Board to advise the Governor on all matters appertaining to road transport and traffic; the administration of the Ordinance is vested in the Licensing Authority. All fees and duties are to be paid into general revenue and not to the several municipal authorities as hitherto.

XV.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

There is a branch of the Royal Bank of Canada at Belize. This was established in October, 1912, when the Bank of British Honduras was bought over as a going concern by the former.

Banking business of every character is conducted. There is no note issue. There is a Government Savings Bank with deposits totalling \$410,631.57 at the end of the year.

There is no agricultural or co-operative bank.

Currency.

The standard of currency is the gold dollar of the United States of America. The British sovereign and half-sovereign are legal tender for \$4.86 and \$2.43, respectively. There is also a subsidiary silver currency of 50 cents, 25 cents, 10 cents and 5 cents, nickel 5-cent pieces and bronze 1-cent pieces, coined specially for the Colony. There is a paper currency, of 10, 5, and 2 dollars and 1 dollar issued by the Government. Notes of the United States of America are in circulation. The Government note issue is administered by Currency Commissioners.

On the 21st April, 1933, an Ordinance was assented to providing that notwithstanding the provisions of Chapter 36 of the Consolidated Laws, 1924, the silver coins of the Colony shall be legal tender in the Colony for all purposes and to any amount. A suspending clause provides for the bringing into operation of the Ordinance, by Proclamation, on such day as the Governor shall direct and appoint.

Weights and Measures.

The standard Imperial weights and measures are prescribed by the Weights and Measures Ordinance, Chapter 63 of the Consolidated Laws, 1924, but the following local weights and measures are also in use:—

Weights.

1 Arroba	...	...	...	...	...	25 lb.
1 Quintal	...	...	...	...	...	100 lb.

Dry Measure.

1 Almud	...	...	...	...	5 quarts.
1 Cargo	...	...	...	...	60 quarts.
1 Baril	...	...	...	...	110 quarts.
1 Benequen	...	...	...	...	15 quarts.
1 Quarto	...	...	...	...	2½ quarts or ½ almud.
1 Shushack	...	...	...	...	4 almuds or 20 quarts.

Land Measure.

1 Manzana	...	...	...	...	16 mecates.
1 Mecate	...	...	...	...	25 yards square.
1 Vara	...	...	...	...	½ ths of a yard.

The testing of weights and measures throughout the Colony is carried out periodically by the Police, who are the custodians of the Colonial standards.

XVI.—PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.

The financial year of the Colony comprises the period 1st January to 31st December.

The revenue for the Colony for the year ended 31st December, 1938, was \$1,258,099. This sum excludes payments from the Colonial Development and Loan Funds totalling \$482,503.

The revenue for the preceding year, excluding \$36,675 from Imperial Funds and \$325,539 paid from the Colonial Development and Loan Funds was \$1,188,536.

The total expenditure for the year 1938 was \$1,337,868 excluding \$534,545 in respect of Colonial Development Fund grants and Loan Works.

The totals of "true" revenue and expenditure (i.e., excluding Colonial Development Fund moneys and the Loan-in-aid) for the last six years are given below:—

	<i>Revenue.</i>	<i>Expenditure.</i>
	\$	\$
1933-34	945,342 (a)	934,510 (g)
1934 (9 months)	510,477 (b)	791,899 (h)
1935	825,183 (c)	1,085,943 (i)
1936	992,092 (d)	1,077,937 (j)
1937	1,188,536 (e)	1,187,364 (k)
1938	1,258,099 (f)	1,337,868 (l)

(a) Excludes \$103,600 loan-in-aid and \$7,292 from the Colonial Development Fund, but includes \$260,250 for investments realized, appreciation of investments and transfer of Widows' and Orphans' Pensions Fund.

(b) Excludes loan-in-aid \$99,600 and \$17,424 from the Colonial Development Fund.

(c) Excludes loan-in-aid \$251,550 and receipts from the Colonial Development Fund amounting to \$115,954.

(d) Excludes loan-in-aid \$147,300 and receipts from Colonial Development and Loan Funds \$458,148.

(e) Excludes loan-in-aid \$36,675 and receipts from Colonial Development Fund and Loan Funds amounting to \$325,539.

(f) Excludes receipts from Colonial Development Fund and Loan Funds amounting to \$482,503.

(g) Excludes \$23,722 for Colonial Development Fund Works.

(h) Excludes \$24,912 for Colonial Development Fund Works.

(i) Excluding \$256,013 for Colonial Development Fund Works, but includes \$75,501 due to the abolition of certain Boards.

(j) Excluding \$299,201 for Colonial Development Fund Works and \$11,577 for loan works.

(k) Excludes \$378,421 for Colonial Development Fund and Loan Works.

(l) Excludes \$534,545 for Colonial Development Fund and Loan Works.

At the close of the year the public debt stood at \$3,337,210. The total of the accumulated sinking fund towards redemption of the funded portion of debt was \$464,588.

Loan Investments of the Colony totalled \$675,220.

Assets and Liabilities.

The assets, which consist chiefly of investments, advances, building and Company loans and cash in hand, amounted at 31st December, 1938, to a total of \$488,482. The main liability was:—

Savings Bank, \$418,055.

There is a Public Officers' Guarantee Fund with a balance of \$9,298. The difference is made up of sundry deposits.

Taxation.

The main heads of taxation are:—

1. Customs Import and Export Duties.
2. Excise Duties.
3. Land Tax.
4. Income Tax.
5. Licences, Banks and Fire Insurance Companies.
6. Fines of Courts.
7. Estate Duty.
8. Fees of Courts and Stamp Duties.
9. Warehouse Rent.

Customs Import Duties are principally on an *ad valorem* basis with specific duties on wines, spirits and tobacco. The general *ad valorem* rate is $12\frac{1}{2}$ per cent. and 25 per cent. under the British preferential and general tariffs, respectively. There is a package tax of 10 cents per package.

Export Duties are collected on mahogany and cedar logs (but not on sawn timber), chicle, including re-exports, and liquors re-exported other than those produced locally.

Excise Duty at the rate of \$3.00 per proof gallon is imposed on rum manufactured in the Colony and intended for home consumption.

Land Tax at the rate of $1\frac{1}{2}$ cents an acre is paid on all lands other than land in a town. Lands served by the Stann Creek Railway pay an additional tax of $8\frac{1}{2}$ cents an acre if within one mile of the Railway or 4 cents if within two miles.

The *Income Tax* rate is low, the tax on chargeable incomes up to \$30,000 being 7.3 per cent. only.

Fines of Court are casual; and Estate Duty is fixed at a very low rate as the aggregate annual yield will show.

The principal *Stamp Duties* are 3 cents on cheques, receipts and bills of exchange, and 10 cents per \$100 on promissory notes. On transfers of property and mortgages the rates are 25 and 10 cents respectively for every \$50.00 or part thereof.

Warehouse rents are charged on merchandise which is deposited in bond principally for re-export.

The following table shows the yield of each head during the last five years:—

	1934.*	1935.	1936.	1937.	1938.
	\$	\$	\$	\$	\$
Customs, Import, and Export Duties.	265,103	404,966	494,905	528,692	563,335
Excise Duties	35,343	50,681	59,192	75,323	76,104
Land Tax... ..	13,607	30,845	32,504	38,945	42,402
Income Tax	6,515	26,520	21,869	24,425	33,965
Licences, Banks and Fire Insurance Companies.	130	1,114	1,052	1,072	1,098
Fines of Courts	2,517	2,922	4,665	6,026	4,643
Estate Duty	4,658	456	1,008	3,572	4,966
Fees of Courts and Stamp Duties.	4,877	9,001	11,868	13,432	15,459
Warehouse Rent	8,869	14,923	16,877	19,520	16,617

* 9 months April to December, 1934.

XVII.—MISCELLANEOUS.

Lands and Survey.

During the year 1938, 185 town and village lots were leased to 177 applicants. Including two grazing leases, which comprised 265 acres, and two cays, there were 1,202 acres of land leased to 19 applicants. Location Tickets containing conditions as to cultivation and payment by semi-annual instalments were issued to 346 applicants in respect of 8,852 acres. Ten town and village lots were sold to six applicants.

Free grants comprising 337 acres in 24 parcels and one town lot were approved; of these 231 acres were granted for service in the Defence Force. One acre of land was granted for religious and educational purposes.

One title for a lot at St. George's Cay, 18 titles for town lots and five titles for an area of 320 acres were issued. Thirty-seven Location Tickets were cancelled for non-payment of instalments and at the request of holders.

APPENDIX.

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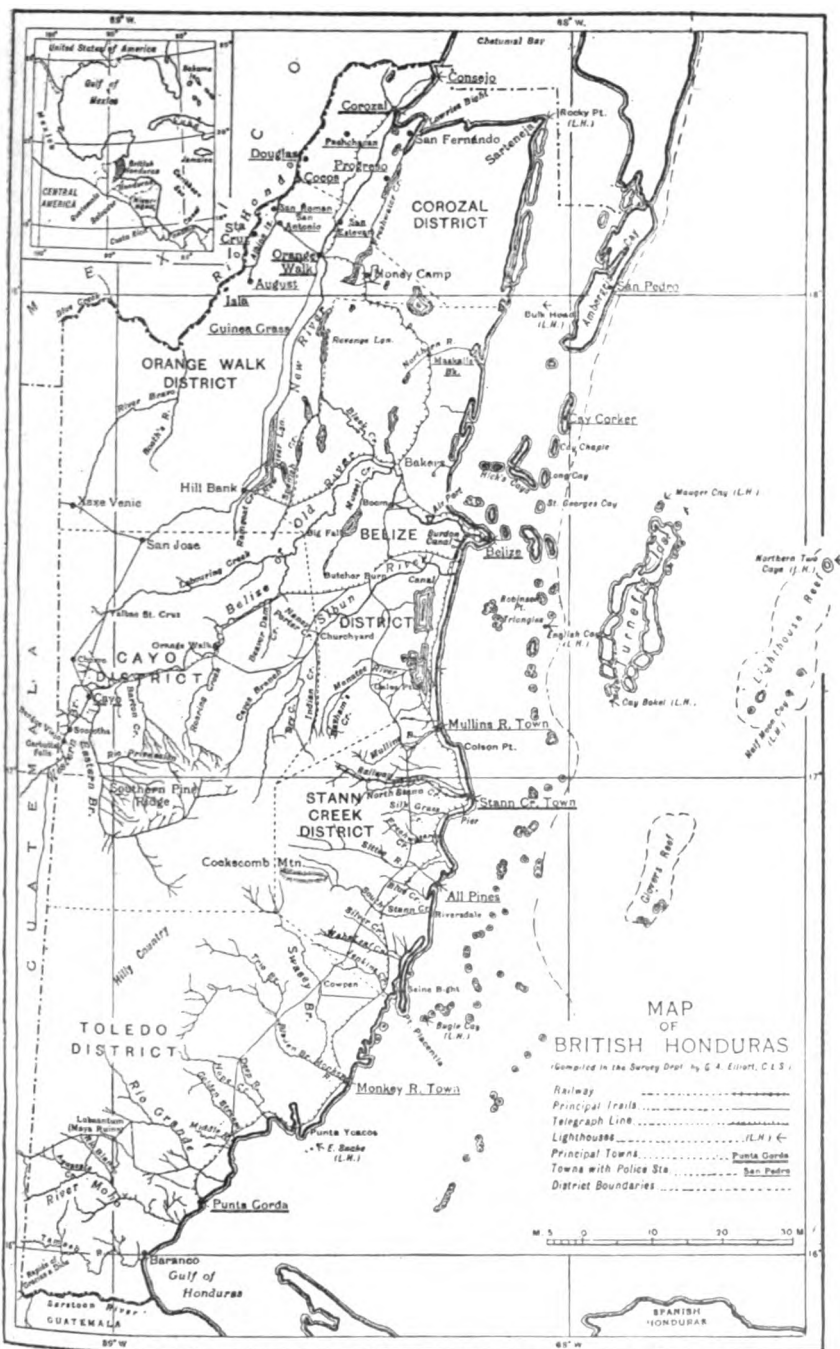
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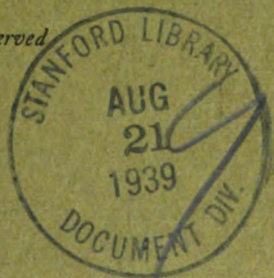
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I.—GEOGRAPHY, CLIMATE AND HISTORY.

Geography.

The island of Cyprus, situated in the eastern Mediterranean between $34^{\circ} 33'$ and $35^{\circ} 41'$ N. latitude and between $32^{\circ} 20'$ and $34^{\circ} 35'$ E. longitude, is about 140 miles in greatest length from east to west and about 60 miles in greatest breadth from north to south. A narrow range of limestone mountains, with an average height of 2,000 feet, extends along the northern coast, and an extensive group of mountains, culminating in Mount Olympus, 6,406 feet above the sea, fills the south-western part of the island. Between these ranges lies the fertile Mesaoria plain. (*vide map on page 60.*)

Port Said is 249 miles distant from the most southerly point of the island, and the strait between the north coast and Asia Minor is 45 miles wide at Kyrenia. Beirut and Haifa are reached in one night by steamer from Larnaca or Famagusta.

Climate.

The climate of Cyprus is generally speaking temperate and healthy. In summer it is varied, hot and dry on the plains, damp on the sea shore and, on the hills inland, healthy and bracing. In winter the climate is mild and invigorating and save on the Southern Range, where snow falls, the temperature is rarely below freezing point. The rainy and cool season is from October to March. The mean temperature at Nicosia for the last 15 years was 66.7° F., mean maximum 78.5° F., and mean minimum 54.8° F. The highest shade temperature during that time was 111° F., the lowest 26° F. The average rainfall for the last ten years was 20.20 inches. The mean rainfall for 1938 was 25.40 inches.

History.

Recent research has carried the history of Cyprus back to the Early Neolithic Age, about 4,000 B.C., when a primitive people, with weapons and vessels of stone, dwelt in riverside settlements of circular huts. Before the introduction of metal, pottery frequently adorned with painted decoration of great individuality was in general use. The general adoption of bronze (3,000-2,500 B.C.) coincided with the appearance of plain red pottery, suggestive of Anatolian origins, of which rock-cut tombs of the period have yielded large quantities.

By the late Bronze Age, doubtless on account of its rich deposits of copper, the island was attracting trade and settlers both from the neighbouring coast of Phoenicia and from Mycenaean Greece. In the dark age which followed the incursions of the iron-users from the North, these contacts with the outer world were lost.

In the seventh century B.C. Cyprus was split into a series of independent kingdoms, tributaries of the Assyrian Emperor. It was conquered by the Egyptians in the sixth century B.C. and later absorbed into the Persian Empire. In 500 B.C. a revolt to assist the Greeks of the mainland in their struggle against Persia failed, but Evagoras, a native-born king, succeeded in the fifth century B.C. in raising Cyprus to a position of virtual independence. On his death the island again fell into the hands of Persia and subsequently became a part of the Empire of Alexander the Great. At the division of the latter Cyprus passed to Egypt, became a Roman province in 58 B.C., and on the division of the Roman Empire fell under the rule of the Byzantine Emperor.

In A.D. 1184 the Governor of Cyprus, Isaac Comnenus, revolted, and maintained his independence until 1191 when Richard Coeur de Lion of England, on his way to the Crusades, landed and in a sharp campaign of a few weeks conquered the

island. Richard sold it to Guy de Lusignan, the King of Jerusalem, and the Lusignan dynasty ruled the island until 1489, although from 1378 to 1464 the Genoese Republic exercised a suzerainty over a part of the Kingdom. In 1489 Cyprus fell to the Republic of Venice, who held it until it was wrested from them by the Turks in 1571, in the sultanate of Selim II.

In 1878 the island passed under the administration of Great Britain, and on the outbreak of war with Turkey in 1914 was annexed to the British Crown. The annexation was formally recognized by Turkey under the Treaty of Lausanne, which was ratified in 1924.

In 1925 Letters Patent formally elevating Cyprus to the status of a Colony and constituting the office of Governor of the Colony in place of that of High Commissioner issued under the Great Seal of the United Kingdom.

In October, 1931, agitation by protagonists of a " Union with Greece " movement culminated in riots, as a result of which certain constitutional changes were made as described in Chapter II.

Historical Remains and Antiquities.

Cyprus is rich in archaeological and antiquarian interest and its remains and monuments, ranging from the prehistoric to the Turkish through the Phoenician, Greek, Roman, Byzantine, Gothic and Renaissance periods, are a unique possession of the Empire.

In 1935, by the establishment of an Antiquities Department and the enactment of a new and comprehensive Antiquities Law, the Government inaugurated a policy of closer supervision and protection of antiquities and historic monuments. An Antiquities Fund was established under the Law, the receipts of which in 1938 amounted to £2,951.15.0 and expenditure to £2,589.16.5p.

The Revenue of the Department, derived mainly from entrance fees to Museums and ancient monuments, amounted to £334.9.lp. and expenditure to £10,878.5.0.

During 1938 the Department continued the consolidation and repair of ancient monuments throughout the island which has been its principal concern since its establishment. A further grant of £300 for this purpose was received from Viscount Mersey's Cyprus Committee bringing the total amount contributed by the Committee up to £4,300. In addition a grant of \$5,000 was received from the Carnegie Corporation of New York. With these grants repairs were carried out at St. Hilarion Castle, the Venetian Fortifications and the Church of St. George of the Latins at Famagusta, the Royal Manor at Kouklia, and the Byzantine Church of Ayios Philon near Rizokarpaso. With special Government grants amounting to £1,900 extensive

repairs were carried out to the Fort at Paphos, the Moat Walls and Bastions of Nicosia, and Kyrenia Castle where a three-year programme of repairs was completed.

The first of five annual grants of £400 promised by the Leverhulme Trustees for research in conjunction with the repair of monuments has enabled the Department to proceed with a comprehensive survey of St. Hilarion Castle and to carry out excavations at Bellapais Abbey, the Bedestan at Nicosia, and elsewhere. This grant has also given a new impetus to the clearance and investigation of the monuments and fortifications of Famagusta.

In 1938 for the first time public funds were made available for the purchase of private properties to secure ancient monuments from the encroachment of undesirable modern buildings and for the demolition of existing eyesores. £2,000 was allotted for these purposes in Famagusta where the Churches of St. George of the Greeks and Sts. Peter and Paul were isolated, and a number of open sites near the Martinengo Bastion were acquired. In Nicosia the isolation of the Bedestan was begun with the acquisition and demolition of a dilapidated khan which immediately adjoined it, and at Bellapais the village school was removed from its position cheek by jowl with the Abbey Church.

There was a further increase in the number of visitors to the Museums and monuments, chiefly among residents of Cyprus. Over 26,000 visits were recorded, representing an increase on the corresponding figures for the previous year of 64 per cent. for residents and 22 per cent. for visitors from abroad.

New offices for the Department were added to the Cyprus Museum building, further improvements were made in the public and student galleries and the library was re-organized.

Excavation of the Neolithic Settlement at Khirokita continued and yielded further finds of great intrinsic value and archaeological interest. The excavation of the Early Christian remains surrounding the Church of Ayios Philon near Rizokarpaso was completed and a number of Hellenistic tombs in the neighbourhood were investigated with the aid of a grant from the Ashmolean Museum. A number of minor excavations necessitated by chance discoveries were carried out at various sites throughout the island the most important of which, near Apliki in Nicosia District, disclosed a mining settlement of the Late Bronze Age.

The Pennsylvania University Museum Expedition continued its excavations in the Sanctuary of Apollo at Curium and in the Late Bronze Age Settlement to the East of Episkopi. Mr. J. R. Stewart, who had excavated in the Early Bronze Age cemetery at Vounous near Bellapais on behalf of the British

School at Athens during 1937, handed over the Cyprus Museum's share of the finds and despatched the remainder to Museums in England and Australia.

Languages.

The chief language of the country is a local dialect of modern Greek, often very corrupt but retaining a number of archaisms and showing traces of the island's history in the large proportion of words borrowed from English, French, Italian, and Turkish sources. Osmanli Turkish, somewhat archaic and (in the villages) free from Persian and Arabic forms, is spoken by the Moslems, who as a general rule are familiar also with Greek. The use of Latin characters for writing Turkish was recognized for official purposes in 1932. Knowledge of English is rapidly becoming more widely diffused, and, save in the most remote villages, there is usually to be found someone who can speak or even read and write English. In a less degree, French is spoken by the more educated classes.

II.—GOVERNMENT.

After the occupation of the island by Great Britain a change was made in the system of government, by the establishment in 1882 of a constitution based on the electoral principle. Government previously had been despotic and although the mass of the people were illiterate and there was no tradition of self-government, the new constitution created, besides an Executive Council to advise the High Commissioner, a Legislative Council under the presidency of the High Commissioner with six official non-elected members and 12 elected members three of whom were elected by the Moslem inhabitants and nine by the Non-Moslem.

In 1925 when the island was elevated to the status of Crown Colony the Legislative Council was enlarged by the addition of three official members and three elected members. Innovations then made were the requirements that all members should be British subjects and should take an Oath of Allegiance to the Crown.

Agitation for union with Greece had been fostered continuously since the British occupation by a Greek national party in which the influence of the Orthodox Church was strong, and developed in 1922 into the formation of a National Assembly which later became a National Organization of which all Orthodox-Christian members of the Legislative Council were *ex-officio* members. The whole movement culminated in 1931 in disturbances throughout the island. Letters Patent were then issued re-constituting the Government without a Legislative Council and entrusting the power of legislation to the Governor. The Executive Council was retained.

The population of the island, which is estimated at 374,700, lives in 657 separate villages, summer resorts and towns. The villages number altogether 636 and their affairs are managed by Village Commissions (or Village Councils) appointed by the Governor. Each Village Commission consists of one Mukhtar (or President) and four Azas (or Councillors). Separate Village Commissions are appointed to represent the Moslem and Christian communities in villages or quarters of villages.

The duties and powers of Village Commissions depend on whether the Public Health (Villages) Laws, 1936 to 1938, have been applied to the villages. In the villages to which these Laws do not apply (their number is decreasing rapidly) the work of the Mukhtar with the advice and assistance of the Azas is generally to keep the peace and as the local representative of the Government assist in the work of administration, to conduct all sales of immovable property in execution of judgment or mortgage debts, to register births and deaths, to issue certificates of ownership of movable or immovable properties, to supervise rural constables (appointed for the protection of crops and animals), to hear and determine as a summary court claims for damages not exceeding £2 in respect of trespass or damage by an animal, to estimate or appoint arbitrators to estimate damage or destruction to agricultural property, by animals or persons unknown, for the purpose of assessing compensation to be paid by the village, to supervise and have the general management of schools in the village subject to the directions of the Education Department, and to prepare estimates of and assess on the inhabitants of the village the cost of the schools each year (excluding the salaries of the teachers, which are paid direct by the Education Department).

In addition to the above Village Commissions in those villages to which the Public Health (Villages) Laws have been applied provide *inter alia* for the erection of markets and slaughter houses, for lighting and watering streets, for the removal of manure, for the regulation of any trade or business injurious to public health, for keeping water supplies clean, and for the imposition of fees and rates for the purpose of carrying out this work.

There are seven summer resorts in all of which, except two which have not grown from villages, Village Commissions are appointed; but the general administration of each, which is necessarily closely connected with the development of the tourist attractions of the resort, is entrusted to a separate Development Board under the chairmanship of the Commissioner of the District. Each Development Board has powers similar to those of a Village Commission under the Public Health (Villages) Laws, but more extensive. They provide in the respective

resorts for general cleanliness and sanitation, and the regulation of markets, control building, licence trades and entertainments, supply water, regulate traffic and in general perform any public work which may be necessary or desirable for the improvement of the summer resorts.

Fourteen Municipal Corporations have been established under the Municipal Corporations Laws, 1930 to 1938. Each has a Municipal Council composed of a Mayor with from 6 to 12 Councillors appointed by the Governor. The proportion of Moslem to Orthodox-Christian Councillors is as far as possible the same as the proportion of Moslem to Orthodox-Christian inhabitants in the Municipality. In addition to the Municipal Councils the towns have in each quarter a Village Commission with similar powers and duties to those of a Village Commission in a village to which the Public Health (Villages) Laws have not been applied.

Of the total of 14 Municipal Corporations, eight are small country towns with populations at the last census ranging from 990 to 4,335. They differ from villages mainly in size and progressiveness but the more extensive administrative powers held by Municipal Councils are not all exercised in the small towns. Nicosia, Larnaca, Limassol, Famagusta, Paphos, and Kyrenia are the capital towns of the six administrative Districts into which the Colony is divided. Their populations at the last census were, respectively, 23,507, 11,725, 15,066, 8,771, 4,467 and 2,049.

Municipal Councils have a similar status to that of Municipal Councils in the United Kingdom. They do not however make any contribution to the maintenance of the police. In the small country towns the Municipal Council prepares estimates for, assesses the cost of, and, subject to the directions of the Education Department, generally supervises the elementary schools in its areas, but in the District towns this work is entrusted to a special Committee of which the Mayor is *ex-officio* Vice-Chairman. Municipal Councils in District towns have appointed Standing Committees to advise on health, sanitation, town embellishment and the issue of building permits. No town rate is at present levied in any Municipality although the Municipal Councils have power under the law to do so. Most of the Municipal revenue is derived from fees paid on the slaughter of animals at the Municipal slaughter-houses, tolls or weighing fees on certain goods brought within the municipal limits for sale, and fees charged for the issue of licences to carry on professions, trades or businesses within the municipal areas. The question of what improvements can be made in the system of municipal taxation is receiving consideration. The powers and duties of Municipal Councils include conservancy generally, the care of public health, the control of building, the provision

of water, the widening of streets, the acquisition of land for public purposes, the provision of parks and poor-houses and the assistance of hospital and infant welfare centres.

In each of the six District towns resides the Commissioner of the District, who is the local representative of Government responsible for the general supervision of the work of Municipalities and villages, and for assisting and advising Village Commissions and Municipal Councils in the performance of their duties. Each of the six District towns lies on or near a town-site of considerable antiquity and is the traditional urban centre of the peasant agriculturists living in the villages of its District.

Each District is distinct in its interests and in its character, and the adaptation of the administration to the division into Districts follows the time-honoured acceptance by the people of the unity and individuality of each District. The cohesive factor is the District town; each District contains roughly all those villages which generally look to the District town as their urban centre.

Besides the Village Commissions, Boards and Councils mentioned above, each District has a District Council, constituted under Laws enacted in 1936 and 1937, with the Commissioner of the District as Chairman and, as members, the Sheri Judge, a person to represent the Orthodox-Christian community of the District nominated by the Metropolitan of the Diocese or his representative, and six persons appointed by the Governor. The Orthodox Church has not however nominated a member for any of the District Councils.

The District Councils are advisory bodies consulted by the Commissioners on various administrative questions, especially those affecting the rural population of their Districts. They meet at least once every two months; special arrangements are made for them to meet Heads of Departments (e.g., the Director of Agriculture and the Director of Medical Services) at least twice a year: they formulate proposals for village road works and other local improvements which are considered by Government for inclusion in the Colony's Estimates; they advise Government through the Commissioners on the effect of legislation. In addition the District Councils perform various duties under the Licensing and other Laws.

Since 1933 an Advisory Council has been established which is now composed of four Official Members and 10 Non-Official Members appointed by the Governor. The Advisory Council meets in Nicosia under the chairmanship of the Governor. It has no legislative powers but is consulted by Government on legislative and other measures, and so functions as a means whereby persons fitted by character and attainments for the

task may formally advise Government on the Colony's requirements. The Annual Estimates of the Colony are examined and discussed in Advisory Council before being submitted to the Secretary of State for approval.

Legislative authority, subject to the power of His Majesty to disallow local legislation or to legislate for the Colony by Order in Council, rests with the Governor. The function of the Executive Council, which consists of four official members with two non-official members appointed by the Governor, one Moslem and the other non-Moslem, is to advise the Governor on new legislation, and on the exercise of the powers granted to the Governor in Council under existing Laws to exempt imported goods from Customs duty, to approve the contraction of loans by Municipal Councils, to determine appeals from the refusal of Municipal Councils to grant building permits, etc.

III.—POPULATION.

Since 1881 a decennial census of the population has been taken. In 1881 the population was 186,173, and by 1931 was nearly double that number, the census return in that year being 347,959, representing a density of 97.1 to the square mile. The estimated population in 1938 was 374,654 an increase of 26,695 or 7.1 per cent.

Race in the Near East is inseparably linked to religion. The bulk of the inhabitants of the island are of the Orthodox-Greek Christian faith and belong to the Autocephalous Church of Cyprus; somewhat over one-fifth are Mohammedans. Some villages are either wholly Mohammedan or wholly Orthodox-Christian, but many are inhabited by members of both communities. There is also an Armenian community, which tends to increase steadily, and a distinct, though not numerous, Latin Colony. The English Colony is still very small.

The following are the more important vital statistics:—

			<i>Per 1,000 of population as estimated at</i>	<i>Per 1,000 of population as estimated at</i>		
			<i>1937.</i>	<i>1938.</i>		
			<i>30th June, 1937.</i>	<i>30th June, 1938.</i>		
Births	10,954	29.5	11,704	31.2
Deaths	6,334	17.0	5,445	14.5
Marriages	3,012	8.1	3,121	8.3
Infantile Mortality	1,746	159.3*	1,533	130.9*
(deaths under one year).						

* Rate per 1,000 births.

* Rate per 1,000 births.

The numbers of persons who entered and left Cyprus during the year were 12,469 and 13,027 respectively. As usual a number of Cypriots left the island to take up employment in

London. Cyprus does not afford scope for immigration to any appreciable extent, and the immigration of persons without assured means of support is not permitted.

As in previous years the summer resorts Troodos, Platres, Prodhromos, Pedhoulas, etc., attracted many visitors.

A new Summer Resorts Development Law was brought into force, replacing the former Public Health Boards with Summer Resort Development Boards having increased powers for the improvement of the resort.

IV.—HEALTH.

The climate is healthy, except for the endemic prevalence of malaria, from which, however, with proper precautions, complete immunity is enjoyed. Cyprus is free from plague, typhus, and other virulent diseases common in the Near East. Sanitation and health generally are satisfactory. The Medical Department exercises a general control with a staff including 50 medical practitioners, 74 nurses and attendants, 29 compounders, 31 sanitary inspectors, one Government midwife and nine clerks; it also undertakes the training of midwives, probationer nurses and sanitary inspectors. The amount spent by the Department in 1938 was £61,829.

Prevalent Diseases.

Statistics showing the mortality from prevalent diseases are not available.

Epidemic Meningococcal Meningitis, which broke out during the winter of 1936-7, re-appeared during the winter of 1937-8, but the incidence was lowered to 284 cases with 68 deaths giving a mortality rate of 23.9 per cent. In addition to the general measures used to combat the epidemic, in the way of isolation of patients and contacts and the improvement of general hygiene by propaganda, 35,241 inoculations against Meningococcal Meningitis were performed during 1937 and 1938. Dr. I. H. Maclean of St. Mary's Hospital, London, carried out extensive bacteriological research on the epidemic during the first part of the year.

Malaria is met with in all its forms throughout the island; the intensity of the general infection varies with the rainfall. The number of malaria cases reported in 1938 was 10,952 as compared with 18,122 in 1937 and 12,779 in 1936.

Venereal diseases are common, but syphilis is decreasing.

A campaign against trachoma has been in progress during the past few years. 2,262 new cases were treated in 1938. The results of treatment are good and propaganda, in the form of

lectures and cinema demonstrations, is beginning to bear fruit. During her visit in February, Her Royal Highness the Princess Royal generously inaugurated a fund, The Princess Royal Charitable Fund, to assist the anti-trachoma campaign.

In 1938, 193 cases of pulmonary tuberculosis were notified as compared with 257 in 1937. A District Medical Officer was seconded during the year for whole-time duty as Tuberculosis Officer. Work at the Philip Anti-Tuberculosis Dispensary continued throughout the year; 285 patients attended and were examined by Dr. T. Evangelides, the officer appointed by the Anti-Tuberculosis League; and 242 visits were made by the Medical Officer and Health Visitor to 132 homes. Relief to the value of over £184 was given to poor patients by the Care Committee attached to the Dispensary. The Demetriou Anti-Tuberculosis Dispensary at Larnaca, founded by Mr. D. N. Demetriou, O.B.E., was opened in January, 1938, and under the direction of the Tuberculosis Officer 55 patients received treatment during the year.

Sixty cases of dysentery were notified as compared with 84 in 1937, and 621 cases of typhoid fever as compared with 668 in 1937.

Provision for treatment, etc.

There are Government Hospitals at Nicosia and Limassol and Government-aided hospitals at Larnaca, Famagusta, Paphos and Kyrenia. The accommodation in these hospitals is 332 beds and 23 cots. The total number of patients admitted in 1938 was 5,769 as compared with 6,088 in 1937. The construction of a new General Hospital at Nicosia was proceeded with but not completed during the year.

The Government also maintains a leper farm and hospital, a mental hospital, and a sanatorium for the treatment of pulmonary tuberculosis. There were 113 lepers in the leper farm on the 31st December, 1938, as compared with 105 in December, 1937; the patients admitted to the leper-farm hospital, which has 12 beds, numbered 88 in 1938 as against 57 in 1937. The mental hospital contains accommodation for 230 patients. In 1938 53 patients were admitted as compared with 51 in 1937; at the end of the year 228 patients were under treatment as against 216 at the end of 1937. The sanatorium, which has 53 beds, admitted 86 patients as against 93 in 1937.

Two small private hospitals are maintained by mining companies, one at Amiandos and one at Pendayia. There are also seven small rural hospitals, with a total of 41 beds, maintained by voluntary contributions. They render medical relief to indigent persons and to persons requiring special nursing and medical assistance.

A laboratory is available at Nicosia for bacteriological, pathological and analytical work under a pathologist and a chemist. X-ray equipment is available at Nicosia, Limassol, Larnaca, Famagusta and Paphos, and electro-therapeutic treatment and radium therapy at Nicosia.

Venereal diseases clinics under the charge of specialist medical officers have been established at Nicosia, Famagusta, Larnaca, Limassol and Paphos. Eye clinics are attached to all general hospitals. Sixteen rural dispensaries, each under the charge of a medical officer, are maintained in different parts of the country. There are three travelling oculists, one dental officer and four honorary dentists.

Disease Prevention.

Malaria.—The sanitary staff deal with river-beds near villages and drains and streams, and with the making of new drains; they cover, fill or oil the wells, and in suitable cases stock tanks with fish. In some areas paris green dust is sprayed. A notable success was obtained this year in the reduction of malarial incidence in the Tilliria and Kyrenia areas where systematic field measures were carried out and a new method of spraying a paris green water mixture employed.

A scheme for the free distribution of quinine to villages showing a high malaria rate was put into operation. Some 398,000 tablets of quinine were distributed through the village mukhtars during the second half of the year.

The International Health Division of the Rockefeller Foundation continued their work in the Colony. Blood-spleen surveys were carried out and special studies were continued of methods of controlling the breeding of *A. superpictus*, including the testing of various larvicides, the building of dams and the use of tiles to drain streams and the construction of open jointed pipe lines for subsoil drainage.

Propaganda in the form of lectures, pamphlets and cinema films is employed.

Venereal Diseases.—There are prophylactic centres in the principal towns, the increase of attendance at which shows that the public are becoming increasingly alive to the value of prophylaxis. Propaganda is carried out by means of lectures and films.

Enteric.—Wherever the disease breaks out, anti-typhoid inoculation is offered, and a small temporary hospital established.

Smallpox.—No case of smallpox occurred.

The adulteration of foodstuffs is controlled by the Government Chemist.

Quarantine duties are undertaken by Government medical officers. The Quarantine Station at Larnaca, being inadequate for modern requirements, was demolished and a new station established. There is also a smaller station at Limassol.

Health Promotion.

Infant welfare centres have been established at Nicosia, Larnaca, Limassol, Famagusta, Kyrenia and Paphos and nurseries for somewhat older children at Limassol and Nicosia. Baby shows were held at Nicosia, Larnaca, Limassol, Famagusta and Paphos in October and November, 1938, and an Island Baby Show and Health Exhibition was held at Limassol. Rural medical officers inspect schools and supply drugs, particularly for eye diseases. There are school dental clinics in five districts where free treatment is given to poor children. Of recent years there has been a marked improvement in school sanitation.

Lectures are given in various parts of the island on matters connected with public health, with the main objectives of inculcating habits of personal hygiene and awakening consciousness of individual responsibility for the protection of the community.

V.—HOUSING.

(a) *In Villages.*—The houses in the villages are usually packed close together leaving room only for very narrow streets and no open spaces except outside the church or mosque. In the hills the houses are of stone and in the plains of mud-brick. The roofs are either of beaten clay and flat, or where they are available, of tiles and gabled, while the floors are of beaten earth or paving stones. Most houses consist of one long room with unglazed windows fitted with shutters. Each house usually opens into a courtyard. In some cases the whole family lives, eats and sleeps in the same room, and frequently oxen are tethered inside as well, partly owing to the lack of the means to build stables, and partly because the cattle in the working seasons are fed during the night and also because they give warmth during the cold weather.

The standard of housing in the villages is gradually being improved as repairs become necessary or new houses are required. Two-storied houses and houses with more than one room are now common, and sanitary conveniences are installed more frequently. A committee was appointed during the year to prepare model plans for village houses.

In the mining areas workmen are accommodated in small mud-brick, or brick houses, or barracks of brick or corrugated iron with many rooms, and with grouped sanitary conveniences.

Excepting the mining areas, houses in the villages are in almost all cases owned by the peasants who live in them.

(b) *In Towns.*—There has recently been considerable activity in house building in towns. The new houses are of an improved type, and stone is replacing mud-brick in all except the cheapest class of building. There is a tendency to build small and badly ventilated rooms for servants and as washing-rooms, but the main rooms of the new houses and of most of the older ones are usually commodious and well ventilated, having large doors and windows in order to admit as much sunlight and warmth as possible in winter. Water closets are being increasingly installed. There are some recently constructed blocks of flats in Nicosia.

By-laws made under the Municipal Corporation Laws, 1930 to 1938, make obligatory the provision of proper sanitary conveniences in all premises within the municipal limits and provide that they should conform to certain uniform requirements. Power is given to the sanitary authorities to enter and inspect any premises to ascertain whether the regulations have been complied with, and provision is also made in the by-laws to prevent the blocking of streets with overhanging kiosks and balconies. Most municipalities have made plans for the widening of the main streets and new buildings may be constructed only on the approved alignments.

The houses in the towns are often owned by their occupants, but renting is frequent both by wage-earners and other classes.

Since 1927, Building Committees have exercised control over building operations and road construction on State land and considerable improvements have resulted both in municipal and rural areas, in the lay-out of buildings and in their construction and sanitation. Zoning Committees were appointed in all the larger towns during 1938 to prepare plans for the separation of industrial and residential areas.

VI.—NATURAL RESOURCES.

Forest land occupies about 19 per cent. of the total area of the island, or 670 square miles, and the greater part of the remaining land is cultivated by peasants farming on their own account either as proprietors or as tenants of small plots. Only a few large farms ("chiftliks") are found. Small areas at different points around the Southern Range are taken up with mining. Uncultivated areas are very few and small in extent, and comprise very poor land. In many places more intensive cultivation would be possible if the land were better irrigated.

There are no perennial rivers in Cyprus. In the winter, the rivers carry a succession of flash floods arising from heavy but short rainstorms on the mountains. During the summer, the

riverbeds are arid stretches of coarse pebbly alluvium. The silt-laden, winter flood water is extensively used for irrigating cereals, orchards, potatoes and beans. For summer irrigation, water from the springs and from wells must be used. Prospecting for and development of subsurface water is therefore of paramount importance and is actively continued. More economical methods of using river flood water and spring water are being devised. The general configuration of the island and other natural conditions make Cyprus unsuitable for large scale irrigation works. Considerable volumes of subsurface water have been discovered, largely by a Government-subsidized drilling service, more particularly in the younger rocks fringing the island and notably near Famagusta, Limassol and along Morphou Bay. Recently encouraging results have been obtained from prospecting in both the western and eastern Mesaoria. In the latter area, large volumes of water have been found in ancient river gravels of Pliocene age. These are being traced by geophysical prospecting methods.

Water rights in Cyprus may be held either under freehold ownership, or under common rights in public rivers and water-courses used for irrigation provided *ab antiquo* rights are not disturbed nor excessive damage caused to persons already exercising irrigation rights. Under Law 26 of 1928, the ownership of all underground water hitherto undeveloped, and of all water running to waste has been vested in Government, and the utilization of such water is subject to the permission of the Commissioner of the District.

A description of land tenure is given in Chapter XVII.

All minerals, with unimportant exceptions, belong to the Crown. Land owners have the right to prospect for minerals on their own land and may dispose of this right. To prospect on Government land a permit is necessary, the fees for which are £10 per square mile per year. Minerals may only be mined under a mining lease or licence from the Governor, the terms of which vary according to the minerals to be mined. A sole fee of from £50 to £200 must be paid when the lease is signed and thereafter rent for the land covered by the lease and royalties on all the minerals mined.

Agriculture.

Agricultural production is on an individual basis and, excepting wine and yellow-leaf tobacco for the export of which to the United Kingdom exclusive licences are held by the British Cyprus Company and the Cyprus Cigarette Company respectively, the individual produces for sale in the open market. Of the co-operative societies in existence a few deal exclusively with marketing of members' products such as wine and fresh grapes.

The year 1938 was a somewhat poor agricultural year, due to unfavourable spring weather. The production of most crops, with the important exception of grapes, was below the average.

Wheat.—The area under wheat was slightly greater than that of the previous year, but owing to the weather conditions during the spring the production was only 1,951,528 *kilés* as against 2,139,687 *kilés* in 1937. Prices were higher than in 1937.

Barley.—The area under barley was increased, but production was less than in the previous year. 2,028,834 *kilés* of barley were produced as against 2,147,919 *kilés* in 1937. Exports to the United Kingdom amounted to 71,838 *kilés*.

Carobs.—Conditions were unfavourable and production was below the average, being 40,987 tons as against 63,011 tons in 1937. Total exports and value were respectively 61,075 tons and £293,051 compared with 46,705 tons and £238,831 in 1937.

Cotton.—The area under cotton was 25 per cent. less than that of the previous year and production decreased from 50,041 cwt. to 27,051 cwt.

Olives.—Despite unfavourable climatic conditions there was a fair yield of olives. The estimated production of olives and olive oil was 6,625,703 *okes* and 924,324 *okes* respectively, compared with 13,648,559 *okes* and 2,500,000 *okes* in 1937.

Flax and linseed.—The area and production of flax and linseed were both 50 per cent. less than in the previous year.

Tobacco.—There was a further decrease both in the area planted and the production of tobacco. During 1938, 9,237 *okes* of fumigated tobacco and 3,536 *okes* of yellow-leaf were produced as against 15,009 *okes* of fumigated and 11,730 *okes* of yellow-leaf in 1937.

Potatoes.—There was a considerable decrease both in the area planted and in the production of potatoes in 1938. Production was estimated at 450,195 cwt. compared with 608,634 cwt. in 1937. Prices were low. Exports amounted to 13,413 tons valued at £71,496.

Onions.—Although the area put down to onions was less than that in 1937, production was much higher, being 90,154 cwt. as against 70,988 cwt. in 1937. In 1938, 60,943 cwt. of onions valued at £14,031 were exported compared with 50,117 cwt. valued at £7,780 in 1937.

Onion sets.—The area planted was less than in 1937 but the production was three times as great.

Vetches and legumes.—The area under various leguminous crops was about the same as in 1937. Production also was about the same.

Cumin and aniseed.—The area planted and production of cumin decreased by half. Production was 4,719 cwt. as against 8,770 cwt. in 1937. Aniseed remains a minor crop.

Citrus.—There was a further extension of citrus plantations. The quantities of oranges and lemons exported in 1938 were a record, being 403,147 cases of oranges and 53,833 cases of lemons as against 399,858 cases of oranges and 49,050 cases of lemons in 1937, which was itself a record year. The values of the exports in 1938 were £84,408 and £11,269 for oranges and lemons respectively compared with £88,504 and £11,283 in 1937. The yield was above average, but the increase in the crop was due mainly to new plantations coming into bearing.

Vineyards.—The large demand for rooted cuttings, chiefly of better table grape varieties continued. The production of vine products was very good, but demand was not proportionate to the supply and prices after the vintage were the lowest for the last five years. The production of grapes was estimated at about 51,000,000 oke which is more than 50 per cent. higher than the previous year's production. Exports of fresh grapes were 22,851 cwt. valued at £7,672 as compared with 18,426 cwt. valued at £6,564 in 1937.

Raisin production increased by over 50 per cent. but prices were very low. The production in 1938 was 6,500 tons compared with 2,137 tons in 1937.

The export of wines to the United Kingdom in 1938 was 388,467 gallons as compared with 247,990 gallons in 1937. The total export of wines in 1938 was less than in 1937 the figures being 1,271,618 gallons valued at £75,131 compared with 1,596,790 gallons valued at £65,552 in 1937. Exports to Malta decreased from 373,768 gallons to 107,449 gallons; to Egypt from 832,665 gallons to 659,602 gallons. The export trade in brandy was maintained. 116,224 gallons of grape juice valued at £9,040 was consigned to the United Kingdom.

The production of apples, pears, plums, cherries and apricots was good but the export very small. There was a good yield of almonds and other nuts. Melon production was excellent, all melons being consumed locally. Fig and apricot drying was carried out on the same scale as in the previous year.

Agricultural Pests.

Locusts were relatively few in number and were about as numerous as in 1937. The usual campaign against hornets was carried out and about 23,400 nests were treated. Control measures against insect pests of fruit trees by spraying were continued by fruit growers. Special efforts were made to persuade citrus growers to spray or fumigate their trees against red scale and mussel scale, and a satisfactory response was obtained. A second firm undertook the fumigation of citrus trees and the firm which began operations in 1937 extended its work. The quarantine of the Limassol area owing to its infection with

mussel scale (*Lepidosaphes Beckii*), which does not occur elsewhere in the island, was continued and quarantine was also established over a small area near Nicosia where *Icerya purchasi* had been found.

A trial was made of a system of poison bait spraying against the Mediterranean Fruit Fly (*Ceratitis capitata*) in a small area where figs and citrus fruit are grown.

Plant Diseases.

No important outbreaks of disease occurred in 1938. Rusts on cereals were more severe than usual. *Polystigma ochraceum* on almonds showed a distinct increase in severity and extent over previous years. In order to cope with the increased demand for seed treating machines to disinfect seed grain from bunts, six new machines were constructed and were in use throughout the sowing season.

Experiments in the disinfection of seed potatoes were continued and very satisfactory results were obtained in the control of common scab. Several new varieties of potato were grown in trial plots but none showed any promise of ousting Up-to-Date. This is the chief variety grown in Cyprus but it is rapidly becoming displaced in Ireland whence Cyprus obtains almost all the seed potatoes imported.

Agricultural Experiments and Education.

Development work at the Central Experimental Farm continued with the aid of a grant from the Colonial Development Fund, and experiments with cereals, cotton, and other field crops were continued. Trials with vines were continued at the Viticultural Station at Saitta, with deciduous fruits at the Deciduous Fruit Station, Trikoukkiá, and with citrus fruits at the Citrus Experimental Grove, Famagusta.

The number of school gardens maintained under the scheme run by the Department of Agriculture in co-operation with the Department of Education was 329. Agricultural instruction was given in schools by schoolmasters and agricultural officers.

Animal Husbandry and Livestock.

The Government Stock Farm, of 250 acres, situated at Athalassa, four miles from Nicosia, is the centre of all animal husbandry and livestock breeding work.

The farm contains a herd of dairy cattle including Dairy Shorthorns and Keries, Horses, Large Black pigs, Maltese and native goats, a flock of native fat-tailed sheep, and three imported breeds of poultry (Rhode Island Red, White Leghorn, and Light Sussex). During the year an Irish Draught stallion, three Dairy Shorthorn heifers and a Large Black boar were purchased for the Stock Farm with a grant made from the

Colonial Development Fund. Improvement in the average production of all classes of stock was maintained during the year and increased use was made of stud animals for the service of local breeding stock.

In addition to this central stock farm, the Government maintains in the more important stock-breeding centres stud-stables at which a thoroughbred stallion, bull (either native or dairy type), jack donkey, boar, and he-goat are kept for service. There are now seven such stables and in addition a dairy bull is maintained at Nicosia for the use of the town dairymen's herds.

The system of lending Government animals to private individuals and granting a premium for approved jack donkeys was continued. There are now 12 bulls, 16 boars, 9 goats, 2 stallions, 3 cows and 12 cast army mares on loan and 10 premium jack donkeys.

The 1938 livestock census of sheep and goats showed a further reduction of 15,851 and 39,321 respectively. The number of goats has been reduced by nearly 100,000 since 1936. Mules (including jennets) and cattle increased slightly in number but the total number of animals in the Colony is lower than at any time since 1930 and is now 586,377 (excluding lambs and kids).

The export trade in livestock declined appreciably from 4,830 to 4,251. This reduction may be partly attributed to the disturbed conditions in Palestine.

The use of unlicensed stallions is prohibited. Licences were given for 107 stallions in 1938, the majority of which were used exclusively for jennet breeding.

Veterinary Services.

The general condition of livestock remained satisfactory. With the exception of dermatitis of equines which was prevalent in the early months there was no serious outbreak of disease.

Anthrax, a disease which caused the death of animals to the value of £20,000 per annum before compulsory vaccination was adopted, occurred in sporadic cases only in 1938, the loss being estimated at less than £300. Over 575,000 animals were vaccinated free of charge during the year.

Additional sheep-dipping baths were constructed by village authorities assisted in some cases by grants from public funds. Drugs for sheep dips and for treatment of flocks for internal parasites were given free in all cases.

Following a survey and experimental control of the ox-warble fly in three groups of villages a scheme was inaugurated at the end of the year, which is expected to reduce considerably the losses caused by this pest and possibly to eradicate it completely. The work involved in the scheme comprises the inspection and

treatment by the veterinary staff of all cattle in the Colony at monthly intervals from December to April during a period of three years, commenced in December, 1938.

Meat inspection services continued to expand and there was a satisfactory increase in the number of slaughter-houses improved by local authorities.

The Dairies and Cowsheds Regulations, 1938, provided additional control of the hygienic production and distribution of milk and milk products. No cases of tuberculin or brucellosis (Bangs' Disease) were detected in dairy cattle during 1938.

In the Veterinary Laboratory 600,000 doses of anthrax vaccine were prepared for use in 1939 in addition to the 1938 requirements. Fowl Typhoid and Fowl Pox vaccines were also prepared, 843 specimens were received for diagnosis, and the survey of the animal parasites of the Colony was continued.

Forestry.

About 90 per cent. of the forests of Cyprus are State-owned. The total area of delimited State forests is 397,847 acres or 17.35 per cent. of the total area of the Colony. Of this total of approximately 622 square miles some 536 square miles are Main Forests and plantations; the remainder consists of poor scrub growth used as fuel reserves and grazing grounds, and makes up the category of Minor Forests.

The forests are of great importance for water catchment and for protection against soil erosion, and supply timber and fuel for local markets. In the poorly timbered countries of the Near East the Cyprus forests constitute a very valuable reserve of timber and fuel. They are also an important attraction for visitors in summer and contain a number of summer resorts frequented by residents in countries in the Near East.

The aim of forest management is to maintain a protective cover of forest growth over catchment areas and all fellings are therefore made on a system of selection. During the year an area of 53.6 square miles of forest was brought under a working plan bringing the total area of forests under working plans up to 359.1 square miles. The forest road system was considerably extended in the course of improving fire-protection and exploiting productive areas. Forest fires are steadily decreasing and the resultant damage in 1938 was less than in any former year for which records are available.

Re-afforestation of the bare or poorly stocked areas is slow, but the forests are steadily being restocked by natural and artificial seeding and, though to a far less extent, by planting. Planting is mostly confined to establishing hardwood plantations at the lower elevations, and seeding is generally employed for conifers in the hills.

The local forest industries showed encouraging progress during the year. The total output of local timber increased from 863,520 cu. ft. in 1937 to 903,793 cu. ft. in 1938, measured in total volume over bark, while imported timber increased from 999,172 cu. ft. in 1937 to 1,191,978 cu. ft. in 1938, measured in square volume. This considerable increase in the consumption is mostly due to increased demands for building and mines timbers. Over 11,084 tons of wood fuel from the forests were sold during the year and further large quantities were removed from the forests under permit or in exercise of free privileges. All exploitation was by private contractors under the supervision of the forest staff.

The forests are subjected to excessive grazing, chiefly by goats, which destroys regeneration, retards growth and maintains erosion. During the year 22,524 animals were permitted to graze in the forests either on payment or by free privilege, but in addition a large number of animals grazed in the forests unlawfully. An important measure taken during the year with the object of reducing grazing in the main forests was the conclusion of agreements with the Monasteries of Kykko, Machera and Troodhitissa, whereby these Monasteries relinquished substantial grazing privileges in return for monetary compensation.

Departmental revenue for 1938 amounted to £13,074 and expenditure to £28,117.

Sponge fishing.

The sponge fisheries in the territorial waters of Cyprus are supervised by the Comptroller of Customs and Inland Revenue, who is also the Government Inspector of Fisheries.

The sponges obtained locally are of good quality, but the Cypriot does not take kindly to the industry, and the fishing is mostly done by fishers from the Italian and Greek islands, more particularly from Symi and Calymnos. Each sponge-boat fishing with the harpoon or by naked diving pays a licence fee of 10s. and gives up to the Government, as duty in kind, 20 per cent. of the catch. Machine-boats pay a licence fee of £1 and 25 per cent. of the catch. All the sponges retained by the sponge fishers are exported.

No machine-boat licences were issued during 1938 owing to the restriction on fishing with machine diving apparatus. Four licences were issued to fish with the harpoon or by naked divers and 441 okes of sponges were taken. The Government share was 88 okes which were kept for local sale.

Mining.

The mining industry is now of great economic importance to the Colony. The total value of minerals produced and exported

in 1938 amounted to £1,495,000 compared with £1,128,000 in 1937. There was less activity in prospecting during the period, 45 new permits having been issued.

Pyrites (Cupreous).—This is by far the most important mineral produced in Cyprus and the whole output for the year came from the Skouriotissa and Mavrovouni mines of the Cyprus Mines Corporation, the Kalavassos Mine of the Hellenic Company of Chemical Products and Manures, Ltd., and the Lymni Mine of the Cyprus Sulphur & Copper Company, Ltd. The ore from Skouriotissa Mine is railed to the coast and exported in its crude state, while that from Mavrovouni is sent to an ore treatment plant situated at Xero where it is concentrated and exported in the form of cupreous concentrates. The ore from Kalavassos and Lymni Mines is sent to the coast and exported in its crude state.

During 1938 the total production of cupreous pyrites in Cyprus amounted to 762,482 tons of which 615,932 tons of crude pyrites and 146,000 tons of cupreous concentrates were exported, the total value amounting to £768,247.

Asbestos (Chrysotile) is produced by the Tunnel Asbestos Cement Company, Ltd., at their quarries at Amiandos on Troodos. The asbestos-bearing rock is quarried, treated in primary and fibre mills and graded into "standard," "shorts" and "fines" qualities. These products are transported by an aerial ropeway 19 miles in length to the coast and exported in the unmanufactured state. There is no local demand for asbestos.

In 1938, 5,578 tons of fibre was exported having a value of £88,290 compared with 11,709 tons valued at £126,321 for 1937. The bulk of the output consisted of short fibre which is used in the asbestos cement industry.

Gold.—Auriferous deposits, which are confined to the oxidized zone of mineralized areas, are worked at Skouriotissa, Mathiati and Agrokippia in the Nicosia District, and at Troulli area in the Larnaca District. During 1938, gold and silver to the value of £236,821 was produced and exported.

Chrome iron ore (Chromite) occurs in the Troodos area and deposits are worked by the Cyprus Chrome Company, Ltd. The ore is transported by aerial ropeway from the mine to a concentrating plant situated near Kakopetria. There is no local consumption of chromite. The total export during the year amounted to 7,442 tons valued at £9,605.

Gypsum is produced by quarrying at many localities in the island. It is exported in the crude state and also as plaster of paris after being calcined and ground locally. During 1938, 9,529 tons of calcined and 6,046 tons of crude gypsum were exported.

Terra Umbra is produced from shallow underground workings, mostly in the Larnaca District. Part of the terra umbra is exported in the raw state and part as burnt umber after being calcined and graded into the required shades. During 1938, 4,097 tons were exported having an estimated value of £11,808. Very little umber is consumed locally.

Other Industries.

A number of small village tanneries scattered over the island produce lower grade leathers for local consumption, and in addition there is one modern tannery which operates on a small scale.

The cigarette manufacturing industry continues to thrive. There are six factories, which use imported, mainly Greek, tobacco. Cyprus-grown tobacco is exported to London for manufacture into cigarettes.

Sumac is still in good demand; 14,751 cwt. with a value of £9,014 was exported as against 12,300 cwt. with a value of £7,310 in 1937.

The making by peasant women in their homes of embroideries and lace of a local design akin to Venetian point lace is an important industry. It is centred at Lefkara and the product is sold in all parts of the world by itinerant lace-sellers. The value of embroidery exported in 1938 was £18,056.

There is a small export trade in silk fabrics manufactured by villagers in their homes.

The island's requirements of soap are mostly supplied by local factories.

Small factories for the manufacture of boots, shoes and stockings for local consumption exist and are progressing.

Green sulphur olive oil is manufactured in one factory for local consumption in the soap industry and for export to the United Kingdom.

There is also a factory for the manufacture of artificial teeth for export, and others for buttons which are also exported.

Roofing tiles, bricks and cement tiles are manufactured for local use in one large and a number of small factories.

There are several wine factories including a small factory recently established for the production of wine of the champagne type.

A factory for the manufacture of vegetable gum from carob seeds has been established.

The production of silk cocoons in 1938 was about 118,180 okes, an increase of 12,940 okes over that of 1937 and the largest since 1933, but the higher prices realized in 1937 were unfortunately not maintained. 6,920 okes of cocoons were exported, as compared with 10,040 okes in 1937, the remainder

being, as usual, reeled on the local hand-reeling apparatus for use in the island.

A fair number of persons are engaged in building, furniture making, tailoring and dressmaking and the motor transport industry.

VII.—COMMERCE.

Cyprus imports chiefly manufactured goods and exports mainly agricultural produce and minerals.

Trade during the year under review showed a favourable balance, the total value of exports exceeding that of imports by £231,821 or 10·32 per cent.

Imports.

The total value of imports (excluding specie) during the year 1938 was £2,246,435, as against £2,219,429 in 1937, an increase of £27,006 or 1·22 per cent.

The following table shows the value of imports for each of the last three years under the main heads of classification:—

<i>Class of Merchandise.</i>	<i>1936.</i> £	<i>1937.</i> £	<i>1938.</i> £
Food, drink and tobacco ...	320,462	571,322	478,272
Raw materials and articles mainly unmanufactured ...	108,534	205,497	226,707
Articles wholly or mainly manufactured ...	1,055,223	1,441,071	1,539,787
Animals, not for food ...	815	582	612
Bullion ...	682	957	1,057
Total ...	£1,485,716	£2,219,429	£2,246,435

Total values of imports, domestic exports and re-exports, during the year 1938 and each of the preceding four years:—

	<i>1938.</i> £	<i>1937.</i> £	<i>1936.</i> £	<i>1935.</i> £	<i>1934.</i> £
Total value of imports (excluding specie) ...	2,246,435	2,219,429	1,485,716	1,481,941	1,419,162
Total value of domestic exports (excluding specie) ...	2,390,925	2,096,326	1,523,487	1,126,577	1,011,112
Total value of re-exports (excluding specie) ...	87,331	83,722	71,328	62,429	68,315

Percentages of total imports provided by Empire and foreign countries for the year 1938 and the preceding four years:—

	<i>1938.</i>	<i>1937.</i>	<i>1936.</i>	<i>1935.</i>	<i>1934.</i>
United Kingdom and other parts of the British Empire ...	48·48	46·25	45·38	45·36	45·62
Foreign countries ...	51·52	53·75	54·62	54·64	54·38

Percentages of total imports provided by the principal supplying countries for the year 1938 and the preceding four years:—

		1938.	1937.	1936.	1935.	1934.
United Kingdom	...	31·70	29·80	33·09	35·67	34·94
Australia	...	6·24	7·23	5·72	3·45	5·81
British India	...	5·40	6·65	4·45	3·88	2·59
Roumania	...	7·96	9·41	8·05	7·55	7·08
Germany	...	6·30	6·92	7·91	6·83	5·71
Greece	...	4·06	3·73	4·59	5·31	4·96
United States of America		4·01	3·16	2·90	2·27	1·74
Belgium	...	3·32	3·18	3·50	3·23	2·33
Italy	...	2·78	2·99	0·96	4·05	6·60
France	...	2·40	1·52	1·50	1·77	1·87
Egypt	...	2·14	4·06	3·29	4·09	4·80
Empire of Japan	...	2·03	2·35	4·74	4·80	5·58

Imports from the British Empire increased by £62,712. The increase in the total value of imports from the United Kingdom was chiefly due to textiles. Imports from Australia and British India decreased by £19,128 and £26,327, respectively, as a result of reduced imports of wheaten flour.

Tobacco leaf was the only item causing the increase in imports from Greece; machinery, from the United States of America; iron bars, joists, etc., from Belgium; and silk goods (including artificial silk) from France.

Reduced imports of wheat, and leather soles, caused the decline in imports from Egypt; cotton yarns and fish from Japan; silk goods (inclusive of artificial silk) from Italy; petrol and petroleum from Roumania; and mining machinery from Germany.

Values, quantities and principal sources of supply of the principal imports for the year 1938 and the previous year:—

Commodity.	Unit of Quantity.	1938.		1937.		Principal sources of supply.
		Quantity.	Value.	Quantity.	Value.	
Wheat	Cwt.	99,752	£ 34,648	151,661	£ 77,787	Iraq, Egypt and Syria.
Flour, wheaten...	"	338,227	163,073	320,633	203,195	Australia and British India.
Oils and fats, edible.	"	34,761	44,604	37,398	60,503	United Kingdom, British East Indies, Denmark and Holland.
Timber	Cub. ft.	1,191,978	113,558	999,172	94,811	Roumania.
Iron and steel and manufactures thereof.	—	—	102,224	—	99,736	United Kingdom, Belgium, Germany and Egypt.
Machinery ...	—	—	221,133	—	234,214	United Kingdom, Germany and United States of America.
Cotton manufactures, including yarns and threads	—	—	235,254	—	192,400	United Kingdom, British India, Italy and Japan.
Woolen manufactures.	—	—	104,949	—	80,481	United Kingdom.
Silk (inclusive of artificial silk) goods.	—	—	55,051	—	48,380	United Kingdom, Italy, Japan and Germany.
Leather, dressed and sole.	—	—	49,616	—	57,581	Egypt, Syria, British India and Hungary.
Benzine	Gals.	1,489,345	40,154	1,895,011	57,965	Roumania.
Petroleum ...	"	4,759,200	80,508	5,017,435	84,187	Roumania.
Motor cars and chassis.	No.	421	63,448	423	61,986	United Kingdom, and Canada.

Exports.

The total value of exports of merchandise was £2,478,256, as against £2,180,048, an increase of £298,208, or 13·68 per cent.

The following table shows the value of exports during the last three years under the main heads of classification:—

Class of Merchandise.	1936.	1937.	1938.
	£	£	£
Food, drink, and tobacco ...	604,500	698,864	719,129
Raw materials and articles mainly unmanufactured ...	848,286	1,327,050	1,584,690
Articles wholly or mainly manufactured ...	122,630	128,398	149,444
Animals, not for food... ..	18,226	24,113	24,875
Bullion	1,173	1,623	118
Total	£1,594,815	£2,180,048	£2,478,256

Percentages of domestic exports sent to the Empire and foreign countries for the year 1938 and the preceding four years:—

	1938.	1937.	1936.	1935.	1934.
United Kingdom and and other parts of the British Empire ...	29·05	31·21	35·64	34·91	37·65
Foreign countries ...	70·95	68·79	64·36	65·09	62·35

Percentages of domestic exports to the principal countries of destination for the year 1938 and the preceding four years:—

	1938.	1937.	1936.	1935.	1934.
United Kingdom ...	24·56	24·61	28·05	25·31	28·94
Palestine ...	2·21	3·23	4·26	5·96	6·81
Germany ...	36·40	26·19	21·88	9·63	19·67
France ...	6·95	5·67	2·45	2·04	2·75
Egypt ...	6·40	6·60	8·61	11·16	9·65
Holland ...	6·13	7·06	6·33	6·42	7·16
United States of America ...	3·63	10·21	11·02	16·50	2·25
Belgium ...	3·60	3·14	1·14	2·61	0·68
Italy ...	1·40	1·72	2·38	4·33	9·34

The total value of exports to the United Kingdom rose by £71,944, the commodities principally responsible being carobs (ground) and asbestos.

Exports to Germany increased by £321,565 chiefly due to cupreous concentrates and cupreous pyrites. Increased shipments of cupreous pyrites raised the value of exports to France and of zinc ore and concentrates to Belgium.

Exports to the United States of America and Denmark decreased noticeably, owing to reduced exports of asbestos, cupreous concentrates, cupreous pyrites and wool.

Values, quantities and principal countries of destination of the principal domestic exports, for the year 1938 and the previous year, are shown in the following table:—

Commodity.	Unit of Quantity.	1938.		1937.		Principal countries of destination.
		Quantity.	Value.	Quantity.	Value.	
Animals, living...	—	—	£ 54,122	—	£ 56,899	Egypt and Palestine.
Carbs ...	Tons	60,464	293,051	46,705	238,831	United Kingdom.
Citrus fruit ...	No.	70,544,095	100,874	68,503,782	100,831	United Kingdom and Scandinavian countries.
Potatoes ...	Cwt.	268,277	71,496	351,587	82,276	Palestine, Egypt, Greece and British East Indies.
Wines ...	Gal.	1,272,615	75,131	1,596,790	65,552	Egypt, United Kingdom, Malta and Sudan.
Asbestos ...	Tons	5,578	88,291	11,709	126,321	United States of America, Denmark, United Kingdom and Sweden.
Cupreous concentrates.	"	146,550	768,247	111,547	435,488	Germany and United States of America.
Cupreous pyrites	"	515,303	488,593	388,835	363,073	Holland, Germany, France, Roumania, Italy, Belgium and United Kingdom.
Metallic residues and wastes.	"	10	67,595	13	142,957	Germany.
Yellow ore ...	"	1,151	9,605	3,894	34,771	Belgium and Germany.
Wool ...	Cwt.	5,843	17,645	20,878	115,266	France, United States of America and United Kingdom.

Values, quantities and principal countries of destination of the principal re-exports, for the year 1938 and the previous year:—

Commodity.	Unit of Quantity.	1938.		1937.		Principal countries of destination.
		Quantity.	Value.	Quantity.	Value.	
Iron drums ...	No.	32,884	£ 50,670	30,979	£ 45,539	Syria and Egypt.

Brief statistics of the imports and exports of coin, for the year 1938 and the preceding four years:—

Year.	Imports.			Exports.		
	Gold.	Silver.	Nickel.	Gold.	Silver.	Copper.
	£	£	£	£	£	£
1938 ...	1,000	8,406	11,363	968	—	—
1937 ...	—	34	—	1,602	7	—
1936 ...	218	50	—	2,227	—	450
1935 ...	1,147	96	9,536	6,556	104	—
1934 ...	13	50	—	10,625	120	—

Invisible Exports and Imports.

“ Invisible ” exports, including visitors and tourists, expenditure from capital by mining and other companies, remittances from emigrants, incomes from abroad of persons living in Cyprus, commission and fees to insurance, shipping and other agents, profits on exports by merchants, are estimated to amount to £437,000.

“ Invisible ” imports in the form of money sent away for education of children and for investment abroad, and taken away by persons on holiday and by emigrants, insurance premiums, payments to pensioners living abroad, Imperial defence, and payments on account of public debt, are estimated to amount to £302,000.

The total (estimated), therefore, of imports and exports, visible and invisible (excluding specie) during 1938 amounted to:—

Imports	...	...	...	£ 2,548,435
Exports	...	...	...	2,915,256

Development.

It is satisfactory to note that the trade balance continues to be favourable, and that the demand for Cyprus products in the United Kingdom and the Empire generally is being maintained.

The possibility of development depends largely on standardization of qualities and kinds and proper packing of agricultural products intended for export. Legislation is in force providing for the inspection and grading of such products.

The Trade Development Officer is largely responsible for the work of finding new outlets for Cyprus produce.

The number of persons who entered Cyprus in 1938 was 12,469 compared with 11,546 in 1937, 10,170 in 1936 and 9,471 in 1935.

The number of tourists landing for the day was approximately 2,000. The estimated profit accruing to the island from tourists and visitors was £182,000.

VIII.—LABOUR.

About 8,000 persons were regularly employed during the year in the mines and about 6,000 in various small industries. The bulk of the population is engaged in agriculture either as independent peasant farmers or to a less extent as labourers on other peasants' land. Labour is plentiful and employment in industry, chiftliks or citrus plantations is regarded as a means whereby a family can supplement its earnings from its own property. The Cypriot is used to working long hours, but his rate of output under such conditions is slow. The mines are using increasingly contract or piece work systems since it has been found that a greater output in shorter hours results.

Labour offers itself spontaneously and no contractual obligations are entered into with employers. Under the Mines Regulation Amendment Law of 1925, employers are liable to pay compensation in the event of death or injury to workers in the mines. A Workmen's Compensation Bill to provide for the payment of compensation to employees in certain other occupations was published in 1938 but has not yet become law. The following legislation concerns conditions of labour:—

The Mines Regulation (Amendment) Laws, 1882 to 1928.

The Hours of Employment Law, 1927.

The Shop Hours Law, 1927.

The Employment of Women (during the Night) Law, 1932.

The Employment of Children and Young Persons Law, 1932.

The Employment of Women (in Mines) Law, 1936.

The Trades and Industries (Regulation) Law, 1937.

The Summer Afternoon Recess Law, 1938.

The last mentioned law provides for a compulsory afternoon recess of two hours in all places of business during the months of July to September inclusive.

Trade Unions are registered under the Trade Unions Law, 1932. There were eight new trade unions in 1938, i.e. the Nicosia Press Workers, the Nicosia Employees of Establishments for Public Entertainments and Service, the Nicosia Masons and Labour Employees of Masons, the Nicosia Bakers' Employees, the Limassol Coopers, the Famagusta Carpenters and their Apprentices, the Nicosia Carpenters' Employees and the Famagusta Blacksmiths' Employees Trade Unions. Altogether 19 trade unions are registered.

There were 18 strikes in 1938 all on a small scale and involving only small numbers of workmen. The duration of the longest was 38 days, and four were settled in a few hours.

The hours of work in the Public Works Department were reduced during the year from an average of 60 hours per week to an average of 57 hours. The average hours of work in the Railway Department are 53 and in the mines 52. The Trade Union of Masons in Famagusta arranged with contractors that the hours of work should be nine and a-half hours a day in summer, nine hours a day in spring and autumn and eight hours a day in winter.

Conditions of labour are kept under continuous review through the Trades and Industries Regulation Law, which requires that trades and industries in the principal town areas should be registered with the Commissioner of the District. Registration is dependent upon certificates by the Director of Public Works and the Director of Medical Services regarding the safety and health conditions in the premises, and the Commissioner may also impose special conditions on registration. Full powers of inspection are enjoyed by the Commissioners under the law.

Most trades and industries in the Colony are operated on a very small scale, with very small capital and with a small number of employees frequently consisting in part of members of the owner's own family. District Commissioners are therefore considered the most suitable officers to supervise labour conditions. A Labour Adviser was, however, appointed in 1938 to advise Government on labour questions generally and Commissioners in their duties as Registrars under the Trades and Industries (Regulation) Law. Labour in mines comes within the purview of the Inspector of Mines, but the Commissioners in those districts in which there are mines also take a close interest in the conditions under which miners are employed.

There is no public system of accident, sickness or old age insurance.

IX.—WAGES AND COST OF LIVING.

The following table illustrates the position with regard to wages as compared with 1937:—

<i>Occupation.</i>	<i>Average Rates of Wages.</i>	
	<i>1937. Per diem.</i>	<i>1938. Per diem.</i>
Railway—		
Skilled	29 p. (= 11·6 loaves)	29 p. (= 14·5 loaves)
Unskilled	16 p. (= 6·4 „)	17 p. (= 8·5 „)
Public Works—		
Skilled	24 p. (= 9·6 „)	23 p. (= 11·5 „)
Unskilled	13½ p. (= 5·4 „)	14 p. (= 7 „)
Women and Children ...	8 p. (= 3·2 „)	8 p. (= 4 „)
Mines—		
Men, underground ...	32 p. (= 12·8 „)	32 p. (= 16 „)
Men, surface	25 p. (= 10 „)	24 p. (= 12 „)
Women, surface	9 p. (= 3·6 „)	9 p. (= 4·5 „)

Average prices of the staple articles of food of a family of the unskilled labouring class were as follows:—

						<i>Average price per oke.</i>	
						1937.	1938.
						s. p.	s. p.
Bread ...	...	...	...	...	...	0 2½	0 2
Native-made cheese ...	...	...	...	...	...	2 1½	1 5
Olives ...	...	...	...	...	...	0 4	0 3
Olive oil ...	...	...	...	...	...	1 4½	1 2
Beans and lentils ...	...	...	...	...	...	0 3½	0 3½
Potatoes ...	...	...	...	...	...	0 1½	0 1½
Wild vegetables found in the fields	...	...	...	...	...	Free	Free
Meat (once a week) ...	...	...	...	...	...	1 6	1 4
Dried fish (herrings, sardines) each	...	...	...	...	...	0 0½	0 0½
Bulgur and rice ...	...	...	...	...	...	0 3½	0 3½
Salt ...	...	...	...	...	...	0 2½	0 2½
Fruit ...	...	...	...	...	...	0 1	0 1
Onions ...	...	...	...	...	...	0 1½	0 1
Other vegetables (average) ...	...	...	...	...	...	0 1	0 1

No cost of living data have been obtained in Cyprus. The following rough estimates of the household economy of a man and wife with three children of the class of unskilled casual labourers in Nicosia town and district may be taken as a general guide:—

Town.
 Cash earnings during the
 working days of the year.
 £49 10s. od.
 Cost of living :
 £46 6s. od.

Village.
 Cash earnings during the
 working days of the year.
 £40 17s. 7d.
 Cost of living :
 £34 10s. od.

The estimate of earnings makes no allowance for the cash earnings of the labourer's children which are an important supplement to the family income, and the estimate of the cost of living represents the approximate amount expended in cash on food, rent, clothes, and boots, with no allowance for the fact that many labourers themselves own and to some extent subsist on the products of small plots of land.

Although the prices of staple articles of food were lower in 1938 than in 1937, it is estimated that more was spent on food by labourers in 1938 as a result of a gradually improving standard of living.

The following information relates to the cost of living for officials.

Cost of living for a single man.—Board and lodging can be obtained in an hotel for £9 to £12 per month. This is an inclusive charge and usually includes everything save personal washing, for which the local charge is about 2s. per dozen articles, large or small. To give some idea of the drink bills,

which is entirely a matter of personal habit, the following bazaar prices are inserted:—

						<i>Per bottle.</i>	
						<i>s.</i>	<i>d.</i>
Whisky	...	...	...	...	...	7	0
Gin	...	...	...	...	...	5	0
Local wine	...	...	...	...	...	3d.	to 2 6
						<i>Per dozen bottles.</i>	
						<i>s.</i>	<i>d.</i>
Good local mineral water	...	...	...	...	...	0	8

Cost of living in a house to a married couple:—

						<i>Per month.</i>	
Food	...	...	...	...	...	£10	to £13
Two servants	...	...	...	...	...	£5	to £8
Rent	...	...	...	...	...	£3	to £7
Fuel and light	...	...	...	...	...	£2	to £4
Washing	...	...	...	...	...	£1	5s.
						<hr/> £21 to £33 <hr/>	

To this figure, which represents comfortable but plain living, must be added for children (without an English nurse) £5 for the first and £3 for each additional child. In addition, it is estimated that a married officer will normally spend a further £20 per month on club, games, charity, subscriptions, amusements, furniture, clothes, provision for holiday, drinks, etc.

Housing accommodation has lately become less scarce; rents for unfurnished houses vary from £36 to £84 per annum, usually payable monthly. There is a limited number of Government houses, some of which are earmarked for definite officials, and some are normally available generally; the Government charges 6 per cent. of the official salaries of the occupants. In Nicosia the houses not earmarked are seldom available for newly arrived officers. Steps have been taken to furnish Commissioners' houses and some others, at Government expense.

Good furniture is made locally, and the cost of equipping a small house, excluding silver, china, and other than cheap rugs, is about £100.

It is usual in English households to employ a cook and a house-servant; these can be of either sex and should be regarded as a minimum. Wages are paid as under:—

Men, £3 10s. to £5 per month, inclusive.

Boys, £2 10s. to £3 10s. per month, inclusive.

Women, £2 to £4 per month, inclusive.

The maximum is paid to those able to speak English.

The best hotels are of moderate comfort and clean and provide good plain fare. Terms vary from 8s. to 10s. a day. For prolonged periods the rates vary from £9 to £12 a month for

board and lodging. The minimum price at which a married couple can live in an hotel is £18 per month for board and lodging. Adding to this a minimum of £1 for tipping, which is approximately 5 per cent. and 10s. for washing, the bare minimum is £19 10s. per month or £234 per annum. This represents living in one small room which must serve, in addition to a bedroom, as a writing room, a room for receiving guests, and a dressing room.

Travelling is chiefly performed in motor cars, which can usually be hired at a cost of 3p. (4d.) a mile. Government makes allowances to officials while travelling on duty varying from 2p. to 3p. per mile if using their own cars, and also pays the actual cost of a hired car. Subsistence allowance, varying from 2s. to 8s. a day (for Judges of the Supreme Court 12s. a day), is also granted to officials travelling on duty while away from their head station.

Free medical (excluding dental) treatment is available for officials, but not for their families.

Clothing, amusements, and sport are obtainable at moderate prices.

There is no income tax.

X.—EDUCATION AND WELFARE INSTITUTIONS.

Primary Education.

Education is voluntary, but legislative provision for the exercise of compulsory powers has existed since 1931.

Since 1933 elementary education has been directly controlled by the Government. Each religious community has an entirely separate system of schools. Orthodox-Christian and Maronite schools are taught in Greek, Moslem schools in Turkish. The establishment of private elementary schools requires Government authority.

Salaries of teachers in elementary schools and gratuities on retirement are paid direct from the revenues of the Colony. Mistresses are obliged to retire on marriage. The total cost of teachers' salaries in the school year 1937-8 was £100,231; gratuities amounted to £2,822.

School buildings, equipment, books, etc., are provided by town or village authorities. The amounts approved for this purpose are raised among Orthodox-Christians by special assessments made according to the means of individual inhabitants, and among Moslems and Maronites by the addition of the appropriate percentage to the Immovable Property Tax. The total amount so raised in the school year 1937-8 was £29,614.

The provision of buildings, etc., is facilitated by the existence of Education Funds, representing the accumulated balances of certain special taxes formerly earmarked for education purposes. These are administered by the Education Department, which, with the advice of the Boards of Education, makes loans at low interest and grants for building purposes. The total amount so lent in 1937-8 was £5,112, while grants were made amounting in all to £2,237. School buildings are being rapidly improved by this system.

The number of Government elementary schools in operation in the school year 1937-8 was:—

	<i>Boys.</i>	<i>Girls.</i>	<i>Mixed.</i>	<i>Total.</i>
Orthodox-Christian ...	37	36	418	491
Moslem	28	27	157	212
Maronite	1	1	3	5
Total	66	64	578	708

(The total for 1936-7 was 716.) The process of amalgamating boys' and girls' schools was continued.

The number of pupils enrolled in these schools at the beginning of the same school year was:—

	<i>Boys.</i>	<i>Girls.</i>	<i>Total.</i>
Orthodox-Christian	21,347	16,144	37,491
Moslem	4,431	3,046	7,477
Maronite	113	102	215
Total	25,891	19,292	45,183

(The total for the previous year was 45,161.) Children are entitled to free education from the age of six up to the end of the teaching year preceding their fourteenth birthday.

The number of teachers employed in Government elementary schools during the school year was:—

	<i>Masters.</i>	<i>Mistresses.</i>	<i>Total.</i>
Orthodox-Christian	622	335	957
Moslem	213	45	258
Maronite	4	3	7
Total	839	383	1,222

(The total number employed in 1936-7 was 1,202.)

English is included in the curriculum of all the larger schools. A knowledge of English is a condition of the promotion of elementary schoolmasters.

There are two small private schools for English children in Nicosia.

The total cost of elementary education to the Colony during 1937-8 was £145,532, i.e., 8s. per head of population or £3 2s. 5d. per pupil. Of this sum £110,815 or 6s. 1d. per head of population came from Colonial Revenue.

Secondary Education.

The Secondary Education Law, 1935, brought into force in March, 1936, provides for the registration and inspection of all secondary schools and for the licensing of all teachers in such schools, and gives power to Government to refuse or cancel registration or licence in certain cases. All secondary schools are eligible for grants-in-aid on conforming to the conditions imposed by regulations made under the Law, which include Government's approval of the curriculum.

The Moslem Boys' Lycée and Victoria Girls' School, both in Nicosia, are under the management of a governing body appointed by the Governor. The curriculum of the Lycée follows the lines of similar schools in Turkey, with an alternative modern side in the upper classes. The Headmaster and two assistant masters, of whom one is in charge of the boarding house, are English. At the Victoria School the Headmistress, an assistant mistress for physical training, and part-time teachers of teaching methods and of arts and crafts are English. The school is being developed with special attention to domestic science and physical training; an extra class was added in 1937 for the training of elementary schoolmistresses.

Orthodox-Christian schools under public management include a gymnasium (classical secondary school) in each of the six towns except Larnaca, a commercial lyceum in that town, and girls' high schools in Nicosia, Famagusta, and Limassol. These are all managed by town committees appointed under the Elementary Education Laws. The curriculum of Limassol and Famagusta Gymnasiums and the Larnaca Lyceum is being reorganized on approved lines. The Famagusta Gymnasium and the Larnaca Lyceum employed an English master.

The villages of Evrykhon, Lapithos, Morphou and Rizokarpaso have high schools corresponding to the lower classes of a gymnasium, and the village of Pedhoulas a practical or commercial school employing an English master; all these are run by local committees. The hill village of Lemithou has a well-endowed commercial school managed by trustees appointed by the Governor, with an English headmaster and one English assistant master; this school is taught in English.

The Latin (Roman Catholic) community has schools for boys and girls at Nicosia and Larnaca, and for girls at Limassol, all under religious management. The Armenians have mixed schools at Nicosia, Famagusta, Larnaca and Limassol. All these cater for pupils of both primary and secondary school age. The Melkonian Educational Institute, Nicosia, is a large Armenian secondary school, founded as an orphanage for children of refugees, both boys and girls.

The English School, Nicosia, is a secondary school for Cypriot boys of all denominations. After 35 years in private hands it came under Government control in 1936 and has been re-organized and enlarged. The headmaster and six assistant masters are English. New buildings are being erected on a commanding site above the town. The school provides a modern education in English up to London Matriculation standard. The American Academies (for boys and girls at Larnaca, for girls at Nicosia), conducted by the Reformed Presbyterian Mission, admit pupils of all denominations who are taught in English. There are also private schools of a commercial type and of varying degrees of importance at Nicosia, Famagusta and Limassol, two private girls' schools at Limassol, and several small private teaching establishments in villages. The Cyprus College, Nicosia, provides instruction in English and commercial subjects and includes evening classes.

Night schools are run by Masonic Lodges in Nicosia and Limassol.

Secondary schools received a total of £7,347 from Colonial revenue in 1937-8 as grants-in-aid.

University Education.

There is no University or University College in Cyprus. Students go from the gymnasiums or the Moslem Lycée to the Universities of Greece or Turkey, especially to study law or medicine; an increasing number are, however, now going to the Inns of Court and to English Universities, polytechnics, engineering Colleges, hospitals, etc.

Through the generosity of the British Council a growing number of teachers and inspectors have been sent to England for University courses. One Sub-Inspector of the Education Department and one secondary schoolmaster from Famagusta Gymnasium resumed duty in 1938 after such courses. Another Sub-Inspector, three secondary schoolmasters, one secondary schoolmistress, three elementary schoolmasters and two prospective teachers, one of domestic science and one of physical training, went to England in September, 1938, for similar practical and theoretical training. Two more elementary schoolmistresses who were sent upon similar courses in 1937 continued their studies in 1938.

Various examinations of the University of London are held by the Education Department.

Training of Teachers.

The Government Normal School for the training of elementary schoolmasters (Orthodox-Christian and Moslem) is situated on the grounds of the Agricultural Department's central experimental farm at Morphou, and provides a practical and

theoretical training in agriculture, suitable to rural conditions in Cyprus, as part of a two years' course in education. The staff consists of an English Principal, a Cypriot agricultural assistant, and two Cypriot assistant masters who had previously been sent to England for a course of two years' study at the University College of the South-West, Exeter. All instruction is given in English.

It is intended on the return from England of the two elementary schoolmistresses mentioned in the preceding section to appoint them to the staff of a similar training college for schoolmistresses, which will combine a training in health, infant welfare, domestic science, etc., with the course in education.

Three holiday courses of instruction in physical training and general educational subjects were given to selected elementary school-teachers during 1938.

Technical Education.

The only institution at which technical instruction is systematically given is the Melkonian Institute, Nicosia, which has established a trade school for its pupils with wood and metal workshops and practical instruction in shoe-making and tailoring.

Carpentry and bee-keeping are taught in a few elementary schools, and wherever the country is suitable there are school gardens in which the children receive elementary agricultural instruction. Needlework is widely taught in girls' schools, and sericulture is encouraged by the free issue of silk-worm seed and by demonstrations of efficient and hygienic methods arranged by the Agricultural Department.

Apprentices are taken by the Public Works Department as well as in some of the mines and in the most important trades.

Government Examinations.

The Government examinations in English, Turkish and Greek were held as usual during the year. Of the 1,409 candidates who presented themselves for the examinations in English, 616 were successful and were awarded certificates.

Welfare, etc.

In Nicosia there are three orphanages, two Greek managed by a committee of which the Archbishop of Cyprus is Chairman, and the other Armenian managed by a special committee of the General Union of Armenian Benevolence in Paris. There are Infant Welfare Centres in all the larger towns. There are Day Nurseries for children of working mothers in Nicosia and Limassol. Societies for providing meals for poor school-children exist in all the larger towns. Summer holiday camps for weakly children are arranged by societies in Nicosia, Famagusta and Larnaca.

The following benevolent societies are noteworthy: the Moslem Benevolent Society Nicosia, the "Workroom for Moslem Women" at Lapithos, and the Mana Society Nicosia which provides clothes for poor school-children and runs the Nicosia Day Nursery. There are societies similar to the Mana Society in the chief towns of each district.

In 1927, in consequence of the report of a delegation from the British Social Hygiene Council which visited Cyprus in the previous year, a venereal disease specialist and a pathologist were appointed in the Medical Department, and the Cyprus Social Hygiene Council was formed. The Council, with the Governor as president and the Director of Medical Services as chairman, includes the Director of Education, the Attorney-General, the Moslem Delegate of Evcaf, the Commissioner of Police, the Mayors of the leading towns, and representatives of all classes of the community. Its duty is to make recommendations to the Government for action for social welfare and hygiene, legislative, financial and administrative. (In 1937 the Honorary Secretary attended the English Imperial Social Hygiene Congress in London as the Cyprus Delegate.) As a result of the Council's work a law for the protection of female domestic servants was passed in 1928, requiring employers to register each servant girl under the age of 18, and to report to the Commissioner and the Police when a girl leaves their employment. A new Female Domestic Servants Law was under preparation by Government during 1938.

In 1936 a Welfare Committee for the Leper Farm was established with the object of interesting the public in the inmates and arranging concerts and cinema shows at the Leper Farm. The British Empire Leprosy Relief Association sent a delegate to Cyprus during 1938.

In 1935 the Cyprus Anti-Tuberculosis League, which is affiliated to the National Association for the Prevention of Tuberculosis, London, was inaugurated. The Governor is Patron, the Colonial Secretary Vice-Patron, and the Director of Medical Services, President. The League is established for the study of tuberculosis in all its forms and relations, and the dissemination of knowledge concerning the causes, treatment and prevention of tuberculosis. The League has established the Philip Tuberculosis Dispensary in Nicosia and an extension ward at the Athalassa Sanatorium, and has inaugurated classes for the training of Health Visitors. It also publishes 5,000 copies of a monthly pamphlet, "Cyprus Public Health," and distributes educational posters and other literature.

St. John's Ambulance Association Courses in First Aid and Home Nursing have been arranged for women, with a view to the establishment of a permanent nursing unit for any national emergency. Thirty First Aid Certificates have been awarded to women, and four Home Nursing Certificates.

The school for blind children, which is supported by contributions from the Government, the Municipalities, and the general public, was moved to new premises in 1936, and there are now 16 boys in residence. The superintendent is an English woman who is a trained teacher of the blind, and the children are all taught a trade and receive instruction in reading and writing in Greek and English braille, in arithmetic, rush-mat making, chair caning, basket work, knitting and violin playing. A workshop for the older boys is now established in Nicosia.

Games are spreading in the elementary and secondary schools, but progress is hampered by lack of grounds. Association football is especially popular in the island, and matches are played between the various towns. Hockey is played occasionally in the towns. Both the Orthodox-Christian and Moslem communities hold annual sports.

There is a public library in Nicosia. Libraries are gradually being built up in the elementary and secondary schools. Grants for the improvement of school libraries have been made by the British Council. Schools of music exist in various towns and pupils are prepared for the examinations for the diplomas of Associate and Licentiate of the Trinity College of Music; an examiner from this college comes yearly to Cyprus to examine the candidates. In 1935 for the first time a special scholarship at Trinity College, London, was awarded to an Armenian Cypriot student, and in 1936 another Armenian Cypriot student gained a scholarship. Both these scholarships were extended in 1938, and the student who was granted the scholarship in 1935 has been awarded a Fellowship of Trinity College of Music. Music and singing are also taught to a limited extent in the schools. The "Philharmonic Society," organized during 1933, now has a membership of 200 and gives public concerts each winter. Drama is limited to occasional performances by schools and societies such as the Nicosia Amateur Dramatic Society, and by touring companies from Greece in the summer.

XI.—COMMUNICATIONS AND TRANSPORT.

Shipping.

Seven hundred and thirty-one steamships and 562 sailing vessels engaged in foreign trade called at Cyprus ports in 1938, an increase of 57 steamships and a decrease of 46 sailing vessels, as compared with 1937. The total tonnage of vessels of all classes entering Cyprus was 77,301 tons more than that of the previous year.

There were 69 more steamships and 60 less sailing vessels engaged in coastal trade, representing an increase of 124,704 tons.

The regular weekly subsidized mail service between Cyprus and Egypt was continued throughout 1938 by the Khedivial Mail Steamship and Graving Dock Company, Limited.

The "Adriatica" Societa Anonima di Navigazione continued a weekly express service, begun at the end of 1930, from Trieste and Brindisi to Larnaca, Jaffa, Tel-Aviv, Haifa and Beirut. By this route the journey to London is made in five and a half days. The same Company maintained three fortnightly services of passenger steamers, which visited Famagusta, Larnaca and Limassol, on itineraries including Egypt, Palestine, Syria, Turkey, Cyprus, Rhodes, Greece, Crete and the Adriatic ports. Vessels of the Messageries Maritimes called at Larnaca monthly up to May.

Cargo steamers of the Moss Line, Prince Line, Ellerman and Papayanni Lines, and Westcott and Laurence Line called at fortnightly intervals on itineraries including ports in the United Kingdom, Belgium, Gibraltar, Egypt, Malta, Palestine and Syria. Also steamers of the General Steam Navigation Company, the Deutsche Levante Linie G.m.B.H., the Palestine Maritime Lloyd Co., the Svenska Orient Linien, the Norwegian Mediterranean Line and some other steamship companies call at varying intervals at Cyprus ports. Most of these steamers have accommodation for a few passengers.

The Hellenic Coast Lines, Limited, maintained two fortnightly services between Greece, Cyprus, Palestine, Egypt and Syria.

Foreign Mails.

The time taken in transit by mails from the United Kingdom is from five days to a week.

The total number of bags and packets of foreign mails was 7,854 received and 3,474 despatched, a decrease of 18 in the number received and 204 in the number despatched as compared with the preceding year. The bulk of overseas mail was received and despatched by the subsidized Khedivial mail steamers operating weekly sailings between Egypt and Cyprus and by the Express Line of the "Adriatica" Steamship Company operating weekly sailings between Italy, Cyprus and Palestine. The latter service has been maintained throughout the year, the company receiving the actual Transit Charges due for the carriage of mails in accordance with the Postal Union Convention. The Contract with the Khedivial Mail Steamship Company which had been extended to the 30th of April, 1938, was further extended for a period of two years from the 1st of May, 1938, with certain new conditions, providing, *inter alia*, for six special calls by larger vessels during the summer season.

There were 3,907 bags and packets of letter mails received and 1,902 bags and packets despatched by the Khedivial Mail Steamship Company; and 3,577 bags were received and 1,333 bags were despatched by the "Adriatica" Steamship Company.

Mails to and from Europe, Palestine, Syria, Turkey and Greece were carried throughout the year by vessels of the "Adriatica" Steamship Company and the Hellenic Coast Line and for five months only by vessels of the Messageries Maritimes, which discontinued calling at Cyprus ports after May, 1938. The number of bags and packets of letter mails received and despatched by the above vessels numbered 370 and 239, respectively, a decrease of 54 and 34, respectively, as compared with figures for 1937.

Parcels destined for countries abroad show an increase of 249 on the figures for 1937. The estimated value of merchandise exported by parcel post was £46,455, an increase of £3,071 as compared with 1937. The principal items in the list are artificial teeth valued at £22,126 and embroidery and lace valued at £15,888. Parcels received from abroad show an increase of 2,519 on the figures for 1937. The value of parcels imported was upwards of £77,526, an increase of £10,170 compared with the figures for 1937. The number and value of cash-on-delivery parcels, inward and outward, show a slight increase during the year under review. The Customs Import Duties collected by the Department on inward foreign parcels and letter packets amounted to £12,901 as compared with £11,188 in 1937.

Air mail correspondence originating in Cyprus was sent by ordinary mail to Egypt and Palestine for onward transmission by the England—India—Australia and England—South Africa Air Mail services. During the year under review 29,135 articles, including 3,652 registered items were despatched to Egypt and 9,761 articles including 774 registered items were despatched to Palestine. The total weight of all correspondence despatched was 423 kilogrammes and the amount paid in 1938 was £600. Compared with the figures for the previous year there was an increase of 12,651 items in number and 137 kilogrammes in weight in the articles despatched.

In June, 1938, a temporary weekly air service between Egypt, Iraq, Palestine and Cyprus was, as in previous years, established by Messrs. Misr Airwork, S.A.E. The service started with first flight to Cyprus on the 16th June, 1938, and was discontinued with the last flight from Cyprus on the 30th September, 1938. During the period the service was in operation 4,021 articles, weighing 62 kilogrammes, were received from Egypt; 1,251 articles, weighing 14 kilogrammes, were received from Palestine; and 302 articles, weighing 3 kilogrammes, from Iraq. 4,818 articles, weighing 51 kilogrammes (including 3,742 items for

onward transmission by air); 1,567 articles, weighing 15 kilogrammes (including 201 items for onward transmission by air); and 191 articles, weighing 2 kilogrammes, were sent to Egypt, Palestine and Iraq, respectively. The total weight of all correspondence despatched by this service from Cyprus was 68 kilogrammes at a cost of £18.

Internal Posts.

Fifteen post offices, including the three summer offices of Troodos, Platres and Pedhoulas, were in operation during the year. There were in addition 592 postal agencies, at 26 of which postal order business was transacted in addition to the sale of stamps and posting and delivery of ordinary and registered correspondence and local parcels.

Motor mail services are run daily between the various towns of the island (the service between Nicosia and Larnaca and Nicosia and Limassol is twice daily) throughout the year and to the three summer offices for about four months; and there are branch post services to the villages either by motor or by animal. The estimated number of miles travelled in the conveyance of mails during 1938 is 765,000, as compared with 710,000 in the previous year. Of these, 580,000 miles were covered by motor transport and 185,000 miles by other means of transport.

The series of postage and revenue stamps consisted, up to the 11th of May, 1938, of 14 denominations, ranging from $\frac{1}{4}$ piastre to £5, of which the first 11 denominations were of a pictorial design (five of which bore the head of His late Majesty King George V in a medallion incorporated in the design), and the last three, viz.: 90 piastres, £1 and £5, were of the late King's Head issue. On and after the 12th of May, 1938, a revised issue was placed on sale consisting of 13 denominations only, ranging from $\frac{1}{4}$ piastre to £1 (the £5 stamp having been abolished) of which the first 11 denominations, with the exception of the $4\frac{1}{2}$ and 9 piastres, are of the same pictorial design, all denominations, however, having the head of His Majesty King George VI, in a medallion, incorporated in the design, excepting the 90 piastres and £1 stamps which bear the King's portrait.

Stamps and stamped stationery sold during the year amounted to £90,723, a decrease of £656 over 1937. Of this amount it is estimated that £33,000 were derived from the sale of stamps for postal purposes. Stamps to the value of £7,560 were sold to stamp dealers and philatelists.

The total number of articles dealt with by the Post Office was 4,798,695, an increase of 470,502 on the figures for 1937.

The number of British Postal Orders sold during the year was 42,796 to the value of £27,181, an increase of 2,776 in number and £1,990 in value. The number cashed was 64,635

to the value of £49,673, an increase of 1,334 in number and £916 in value.

The number of Money Orders issued was 5,218 to the value of £18,596; and the number paid was 8,215 to the value of £33,529.

Telegraphs, Telephones and Wireless.

Cable and Wireless, Limited, maintain a telegraph cable between Larnaca and Alexandria and Larnaca and Haifa, and land telegraphs between the six principal towns of the island. During the summer season Platres, Troodos, Prodhromos and Pedhoulas are connected with the system. The only Government telegraph is a line along the railway.

The number of licences to instal or maintain wireless telegraphy receiving apparatus issued under the provisions of the Wireless Telegraphy Regulations, 1934, was 2,485, an increase of 878 as compared with the preceding year. In addition, 75 dealers' licences were issued, an increase of 11 over 1937.

A public telephone service is maintained by Cable and Wireless, Limited, serving the six chief towns, Lefka, Zyyi, and Troodos. Extensions to some villages have been arranged. and more are in contemplation.

There is a wireless telegraphy station at Larnaca which was installed in 1933 by Cable and Wireless, Limited.

Railways.

The Cyprus Government Railway consists of a line from Famagusta through Nicosia and Morphou into the foothills of the Southern Range at Kalokhorio in the Solea Valley. The total length of this line is 71 miles, of which only 37, between Nicosia and Famagusta Harbour, are now open to regular passenger rail traffic. The section between Nicosia and Kalokhorio is served by special goods trains as traffic demands. By arrangement, rail trolleys may be hired for the conveyance of passengers.

There are two extensions of the Government railway operated as private lines: one runs from the Phokasa mine in the Solea valley below Evrykhon, the other from the Mavrovouni mine-head along the Xero river bed; both branches converge at the new mining township of Xero.

The working expenditure and the gross earnings for the year were £19,602 and £26,799, showing an increase of £1,139 and a decrease of £1,743, respectively, on the figures for 1937.

The following table shows the passenger traffic for the last three years:—

					<i>No. of Passengers.</i>	<i>Receipts. £</i>
1936	...	...	...	...	106,577	3,943
1937	...	...	...	...	106,803	3,259
1938	...	...	...	...	119,486	3,117

Railway road-feeder and collection and delivery services ran 149,890 miles and carried 42,103 tons and 9,387 passengers.

A total of 71,205 tons of goods was carried by road and rail against payment during the year, a decrease of 9,665 tons compared with 1937. Receipts were £19,654 as against £21,714 in 1937.

Roads.

The Colony is served by an excellent arterial road system providing communication between every important town and many of the more important villages. To this primary system a secondary system of feeder roads connects most of the villages of the island. The arterial or main road system comprises 886 miles of roads, of which 644 miles are asphalted, and is maintained by the Public Works Department.

The secondary system of feeder or village roads totals 1,716 miles and is maintained by the district administration in each district. No part of this system is asphalted.

XII.—PUBLIC WORKS.

The work of the Public Works Department includes the construction and repair of all main roads and Government buildings throughout the island, the maintenance of harbours and light-houses, the construction of village water-supplies, the inspection of all steam boilers annually and of all public vehicles quarterly, and the maintenance of public services such as the water-supplies to Government buildings and residences.

The Department also undertakes all Royal Engineer services in the Colony and provides engineering services for the Nicosia water administration, the Troodos Summer Resort Development Board, and the building committees of the six principal towns.

In 1938 the expenditure including maintenance and new works amounted to £199,513.

Drilling of wells for water-supply was continued resulting in about 5,259,880 gallons a day being made available.

Nineteen schemes for the improvement of village water-supplies were completed and 41 schemes investigated. Half the cost of these works is provided by Government and half by the villages concerned.

XIII.—JUSTICE, POLICE AND PRISONS.

Justice.

The present judicial system is based on the Courts of Justice Laws, 1935 and 1938, which provide for:—

- (1) A Supreme Court, consisting of a Chief Justice and two or more Puisne Judges, with appellate jurisdiction

both civil and criminal over the decisions of all other Courts, and with original jurisdiction as a Colonial Court of Admiralty under the Imperial Act of 1890 and in matrimonial causes, having powers in such causes similar to those of the High Court in England. A single Judge exercises the original jurisdiction of the Court, and his decision is subject to review by the full Court.

(2) Six Assize Courts one for each District with unlimited criminal jurisdiction and power to order compensation up to £300. These Courts are constituted by a Judge of the Supreme Court sitting with a President of a District Court and a District Judge or with two District Judges. This bench of three is nominated by the Chief Justice whenever a sitting is to be held.

(3) Six District Courts one for each District consisting of a President and such District Judges and Magistrates as the Governor may from time to time direct. There are at present three Presidents each in charge of two District Courts, nine District Judges and seven Magistrates. The District Courts exercise original civil and criminal jurisdiction, with limitations dependent upon the bench constituting the Court.

(i) In civil matters (other than those within the original jurisdiction of the Supreme Court) a President and one or two District Judges sitting together have unlimited jurisdiction; a President or a District Judge sitting alone has jurisdiction up to £200, and a Magistrate up to £25. The jurisdiction of a member of the Court sitting alone to try an action on the merits is determined by the amount or value actually in dispute between the parties as disclosed at the settlement of issues or upon the pleadings. A President has also power to hear appeals from decisions of Magistrates in actions where the amount actually in dispute does not exceed £25.

(ii) In criminal matters the jurisdiction of a District Court is exercised by its members sitting singly, and is of a summary character. A President has power to try any offence punishable with imprisonment up to three years or with fine up to £100 or with both, and may order compensation up to £100; a District Judge has power to try any offence punishable with imprisonment up to one year or with fine up to £100 or with both, and may order compensation up to £50; and a Magistrate has power to try any offence punishable with imprisonment up to six months or with fine up to £25 or both, and may order compensation up to £25.

The Courts of Cyprus apply, where provision cannot be found either in certain Ottoman Legislation as specified in the 1935 Courts of Justice Law or in local legislation, the common law, the rules of equity, and the statutes of general application in force in England on the 5th November, 1914, the date of the Colony's annexation.

The Family Law of the various religious communities is expressly saved. Three Mussulman religious tribunals, established by the Courts Order in Council of 1927, continue to exercise jurisdiction over persons of the Mussulman faith in matters of marriage, divorce, maintenance in relation thereto, inheritance and succession, wills and their registration, and the registration of *vaqfihs*. Each tribunal consists of a Sheri Judge having jurisdiction over two Districts. Appeals from their decision are to the Supreme Court.

Criminal Returns.

In 1938 the total number of persons tried at Assizes was 97 against 131 in 1937. Seven persons were tried for murder (of whom six were convicted), and seven for manslaughter (all of whom were convicted). The number of convictions for murder and manslaughter was the same as in 1937. There were four trials on charges of rape, the same number as in 1937. The convictions of persons tried for offences against property dropped from 41 in 1937 to 25 in 1938. The number of summary convictions fell from 24,604 in 1937 to 20,756 in 1938. The principal decrease was in convictions for traffic offences and offences against Forest Laws which fell from 5,372 and 2,271 in 1937 to 3,365 and 1,478 in 1938 respectively. The variations in other classes of summary cases were not noteworthy and a general proportionate decrease is observed.

Civil Proceedings.

Actions begun in the District Courts during 1938 numbered 8,073, against 8,702 in 1937.

Police.

The Cyprus Police Force is constituted under the provisions of Law 2 of 1878. It is an armed force and consists of a Commissioner of Police, Deputy Commissioner of Police, 19 Officers and 707 other ranks, mounted and foot. The Commissioner of Police is at Police Headquarters, Nicosia. The Deputy Commissioner of Police is in charge of Nicosia and Kyrenia Divisions as well as the Criminal Investigation Department. A Superintendent of Police is in charge of the Depot, Training School and Fire Brigade, Nicosia. The Police in each District are normally in the charge of a Superintendent or Assistant Superintendent of Police.

During the year under report further courses of lectures in First Aid to the Injured were given by the Government Medical Officers. There are now 16 Officers and 92 men in possession of First Aid certificates and 9 Officers and 34 men in possession of First Aid Badges.

The Police Band consists of 30 men under a British Bandmaster.

The actual strength of the Force on the 31st of December, 1938, was as follows:—

Commissioner of Police	...	...	...	1
Deputy Commissioner of Police	...	...	...	1
Superintendents of Police	...	...	...	6
Assistant Superintendent of Police	...	...	...	1
Bandmaster	...	...	...	1
Inspectors and Sub-Inspectors	...	...	...	12
Sergeant-Majors	...	...	...	14
Sergeants	...	...	...	59
Constables	...	...	...	634

Discipline during the year was satisfactory.

In addition to the Police, there exists a body of rural constables appointed by the Commissioners, the cost being borne by the villages with a grant-in-aid from the Government. Rural constables are responsible for the protection of the rural areas under their charge, and co-operate with the Police in the prevention and detection of crime and other matters.

Prisons.

The prisons in the Colony consist of the Central or Main Prison, at Nicosia, which accommodates male and female prisoners, serving both long and short sentences, and five small District Prisons which are used for the custody of persons serving short sentences of imprisonment. The accommodation in the Central Prison is such that the separate system can normally be maintained throughout the year, prisoners working in association in the workshops and in outside gangs. In the District Prisons the prisoners work in associated gangs by day and sleep in a dormitory. Separate prisons are also maintained in the Districts for females undergoing short sentences.

The Central Prison is in the charge of a Resident Superintendent, and the five District Prisons are in the charge of Police Officers designated Governors of Prisons who perform these duties in addition to their Police duties. All prisons are under the direction of an Inspector of Prisons. The latter is normally the Commissioner of Police.

The lease of a farm near the Central Prison hitherto used for the employment of prisoners has been discontinued as there is sufficient land in the prison area itself for this purpose. There is also a dairy at the prison which is run by prison labour.

Long sentence prisoners are mainly employed upon work of an industrial character including tailoring, baking, carpet-making, carpentering, boot-repairing, building, etc. Educational facilities are given to illiterate prisoners. Priests of all denominations are allowed to visit prisoners. Short sentence prisoners are employed upon cleaning Government offices and hospitals, stone-breaking, agricultural work and preserving ancient monuments.

Recreation in the form of football and various other games is allowed to prisoners during exercise hours on Saturday afternoons, Sundays and public holidays.

Remission of sentence is granted to prisoners of good conduct.

There is a Reformatory for juvenile offenders at Athalassa Farm. Twenty-three juveniles were admitted to the Reformatory during the year and 25 were discharged. The daily average number of juveniles in the Reformatory was 16.65 as compared with 13.90 in 1937.

Adolescent offenders also are sent to this Institution provided that their sentence of imprisonment is over two months and they are physically fit. They are employed upon general farm labour, animal husbandry and other useful work. The daily average number of adolescents at Athalassa Reformatory was 51.41 as compared with 45.52 in 1937: 131 adolescents were released during the year of whom eight were subsequently re-convicted. As far as possible the Reformatory boys are kept segregated from the adolescents.

Discipline was good throughout the year. The daily average number of persons detained in all prisons and the Reformatory was 565.48 as compared with 681.88 in 1937. The sanitary condition of the prisons and the health of prisoners was satisfactory. The daily average on the sick list was 12.51 against 10.92 in 1937.

The Colony's Prison Staff on the 31st December, 1938, consisted of a Resident Superintendent, Central Prison, a Chief Warder, an Assistant Chief Warder, a Sergeant-Major, 12 Sergeants and 71 Warders.

XIV.—LEGISLATION.

Thirty-four Laws were enacted during the year, the most important of which are the following:—

The Departure from the Colony of Natives of the Colony (Regulation) Law, 1938, which requires every native of the Colony departing from the Colony for the purpose of proceeding to any country abroad to be in possession of a passport valid for such country.

The Cyprus Pensions Order in Council, 1929 (Amendment) Law, 1938, which extends the provisions of the present Pensions Laws to members of the Cyprus Police Force below the rank of Sub-Inspector who were not eligible for pension before.

The Lighting Control Law, 1938, which empowers the Governor in Council to provide by regulation for the total or partial cessation of lighting in the Colony in certain cases.

The Summer Afternoon Recess Law, 1938, which empowers the Governor in Council to direct that places of business shall be closed for certain intervals on certain days during the months of June to September in any year.

The Irrigation Divisions (Villages) Law, 1938, which makes provision for the establishment of village irrigation committees and prescribes their powers and duties.

The Mines Regulations (Amendment) Law, 1938, which empowers the Governor in Council to grant exclusive oil exploration licences.

The Immigration (Amendment) Law, 1938, which empowers the Governor to make regulations for the registration of aliens in the Colony.

The Sale of Food and Drugs Law, 1938, which ensures that food and drugs intended for sale shall not be injurious to health and makes provision for the labelling and sampling of such food and drugs in certain circumstances.

The Immovable Property (Restriction and Postponement of Sales) (Amendment) Law, 1938, which gave to Principal Land Registry Officers additional powers for the postponement of forced sales, in order to protect debtors against abnormal pressure by creditors in view of impending legislation for the relief of agricultural debtors (see the last paragraph but one under the heading " Land and Survey " in Chapter XVII).

Subsidiary Legislation issued during the year 1938.

The following were the more important measures:—

The Summer Afternoon Recess Order, 1938.

The Lodging Houses Regulations, 1938.

The Dairies and Cowsheds Regulations, 1938.

The Deportation (British Subjects) Regulations, 1938.

The Elementary Education (School Libraries) Regulations, 1938.

XV.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

Banks.

The chief Banks in Cyprus are the Ottoman Bank, with branches at Nicosia, Larnaca, Limassol, Famagusta and Paphos, and during the summer season Troödos; the Bank of Athens,

with branches at Limassol and Nicosia; the Bank of Cyprus, Limited, with its office at Nicosia; the Ionian Bank, Limited, with a branch at Nicosia and agencies at Larnaca, Limassol, Famagusta and Paphos; and Barclays Bank (Dominion, Colonial and Overseas), Limited, with branches at Nicosia and Famagusta and an agency at Amiandos (April to October).

There are also six other banks of the nature of savings banks, established under the Companies (Limited Liability) Laws, 1922 to 1934, two at Larnaca, two at Paphos, one at Limassol, and one at Famagusta.

The amount of deposits in banks in the Colony totalled £2,038,730.

The Agricultural Bank, established in June, 1925, under the joint auspices of the Government and the Ottoman Bank, has a total capital of £250,000. It works in close connection with the co-operative societies.

Currency.

Currency notes.—£5, £1 and 10s.

Silver coins.—45, 18, 9, 4½ and 3 piastre pieces.

Copper and cupro-nickel coins.—Piastre, half piastre and quarter piastre.

Gold coins.—£1. The Cyprus £1 is equal to the pound sterling. Gold is rarely if ever seen in circulation. (The Cyprus £1 is divided into 180 piales, 9 piales = 1 shilling.)

Weights and Measures.

Capacity.

- 2 pints = 1 quart.
 - 2 $\frac{1}{3}$ quarts = 1 Cyprus litre.
 - 4 quarts = 1 gallon.
 - 8 gallons = 1 kilé.
 - 9 quarts = 1 kouza
 - 16 kouzas = 1 load
- } liquid measure.

Weight.

- 400 drams = 1 oke.
- 1 oke = 2 $\frac{1}{3}$ lb.
- 1 $\frac{1}{3}$ okes = 1 Cyprus litre.
- 5 okes = 1 stone.
- 44 okes = 1 kantar.
- 180 okes = 1 Aleppo kantar.
- 800 okes = 1 ton.

Length.

- 12 inches = 1 foot.
- 2 feet = 1 pic.
- 3 feet = 1 yard.
- 33 pics = 1 chain.
- 2,640 pics = 1 mile.

Land Measure.

1 donum = 60 pics square = 40 yards square (40/121sts. of an acre).

3.025 donums = 1 acre.

1.036 donums = 1 square mile.

XVI.—PUBLIC FINANCE AND TAXATION.

The totals of revenue and expenditure for the last five years are:—

Year.	Revenue.	Grant-in-Aid.	Total.	Expenditure.	Share of Cyprus of Turkish Debt Charge.	Total.
	£	£	£	£	£	£
1934 ...	767,865	92,800	860,665	714,158	92,800	806,958
1935 ...	873,264	92,800	966,064	828,772	92,800	921,572
1936 ...	826,075	92,800	918,875	761,965	92,800	854,765
1937 ...	967,960	92,800	1,060,760	845,038	92,800	937,838
1938 ...	1,023,230	92,800	1,116,030	908,024	92,800	1,000,824

Revenue was £55,270 more than in 1937. Expenditure was £62,986 more than in 1937. The surplus on the year's working was £115,206 and after allowing for depreciation of investments the general revenue balance was increased to £548,112 on the 31st of December, 1938.

The chief increases in Revenue were under Customs Duties (£41,017), Licences and Excise (£9,623), Rents and Royalties (£4,178).

The chief increases in Expenditure were under Administration (£7,617), Agriculture (£6,545), Public Works Extraordinary (£51,768), Antiquities (£5,686).

The Public Debt on the 31st of December, 1938, amounted to £822,300 represented by £615,000 of Cyprus Government 4 per cent. Inscribed Stock, 1956-66, issued in London in 1932, and by £207,300 of Cyprus Government 3 per cent. Inter-Colonial Stock, 1972, issued in London in 1938.

The main heads of taxation in 1938 were as follows:—

Yield for 1938.

	£
(1) Import Duties	447,129
(2) Direct Taxes:—	
(a) Immovable Property Tax... ..	110,306
(b) Land Registry Fees (Defter Hakani) ...	
(3) Animal Tax... ..	7,602
(4) Excise:—	
(a) Tobacco	124,029
(b) Salt	20,515
(5) Licences	32,362
(6) Stamp Duties	54,462

Customs Tariff.

The following figures show the relative import duties charged:—

						<i>Values of imports</i>	<i>Duty</i>
						£	£
Specific						764,230	290,101
12 per cent. <i>ad valorem</i>						44,696	4,202
15 " " " " "						16,043	2,316
18 " " " " "						16,877	2,334
20 " " " " "						259,282	36,857
24 " " " " "						258,910	43,914
25 " " " " "						85,732	18,805
30 " " " " "						219,409	34,028
35 " " " " "						41,873	13,611
40 " " " " "						2,778	940
Free of import duty						536,605	—
Total						£2,246,435	£447,108

Excise and Stamp Duties.

Excise duty is payable as under:—

Manufactured tobacco, in addition to the import duty—
11s. per oke.

The total amount paid on tobacco during the year was
£124,029.

Matches manufactured and sold in Cyprus:—

Equal to the rate of Customs import duty payable for the
time being on matches of British Empire origin imported
into the Colony.

At present there is no local manufacture of matches.

Playing cards manufactured and used in Cyprus:—

Two-thirds of the rate of import duty payable on playing
cards of British Empire origin imported into Cyprus.

The amount paid on playing cards in excise in 1938 was £36.

Licences and fees under this head may be summarized as
follows:—

(1) Tobacco, to sell by retail:—

Manufactured tobacco and tumbeki, £1 per annum.

Hawkers, £1 10s.

(2) Intoxicating liquors, to sell by retail:—

In the case of hotels, clubs, etc., an annual percentage
on the rental or yearly value of the premises after the rate
of 50 per cent., but with certain minimum and maximum
rates laid down.

In the case of tents, booths, etc., 2s. per diem.

In the case of any approved building, 10s. per diem.

(3) Others, e.g. sponge and boat licences, fees in respect
of animals examined by the veterinary authorities prior

to shipment, etc., of insufficient revenue importance to justify separate mention.

The sum of £6,383 was paid during the year for licences for wine-selling, and £2,879 for tobacco-selling.

Stamp Duties.—In addition to stamp duties on cheques, agreements, receipts, etc., fees in respect of the undermentioned services are collected in stamps:—

- Advocates' examination and enrolment.
- Carriage Plates.
- Certificate of competence in motor driving.
- Club, application to inspect register.
- Club, certificate of registration.
- Companies' registration.
- Court fees.
- Delivery Orders to Customs.
- Dogs' badges.
- Examinations.
- Firearms, certificate of registration.
- Identity certificates.
- Inspection of public motor cars.
- Issue of passports and certificates of British nationality.
- Marriage fees.
- Partnerships registration.
- Patents registration.
- Permits under the Newspaper, Books and Printing Presses Laws, 1934 to 1936.
- Postal charges.
- Registration of chemists and druggists.
- Registration of Cyprus ships.
- Registration of dentists.
- Registration of medical diplomas.
- Searching fees for births and deaths.
- Ships' reports.
- Ships' export manifests.
- Specification for goods exported.
- Trade marks.

The sum of £54,462 was credited to revenue during the year in respect of stamp duties not adjusted to other specific items of revenue.

Hut Tax or Poll Tax.

There is no hut or poll tax in Cyprus.

XVII.—MISCELLANEOUS.

General.

Her Royal Highness the Princess Royal and Lord Harewood visited Cyprus from the 15th to the 26th February, 1938, during which period they toured extensively in the Island visiting many of the remains and monuments of antiquarian interest.

Land and Survey.

The tenure of land in Cyprus is governed by the Ottoman Land Law and local legislation. Agricultural land in general (*arazi mirié*) is held by a title deed (*qochan*), which is issued by the Land Registry Office, the real ownership remaining with the State. It can be alienated by sale, in which case a new title deed is issued and the transaction registered by the Land Registry Office. It is transmissible by inheritance within certain specified degrees of relationship, but cannot be transmitted by will except in the case of a person who was born or whose father was born in the United Kingdom or any of the self-Governing Dominions, whether domiciled in Cyprus or not. If it becomes vacant by failure of heirs, it escheats to the State (as *Mahlul*). Land left uncultivated for certain periods can in certain circumstances be confiscated and offered to the previous owner on payment of its equivalent value.

Buildings, trees, gardens, vineyards, and wild grafted trees are known as *mulk* (*arazi memluke*), and included in this category are building sites within or near a town or village. Immovable property held under this tenure belongs in full to the owner, is alienated, inherited, and transmitted by will like movable property, and the provisions of the land code do not apply to it.

Unowned or waste land is known as *hali* (*arazi mevat*) and is the property of the Crown. This may, with the permission of the Government, and on payment of certain fees representing its equivalent value, be taken up and cultivated, the ownership as in the case of *arazi mirié* remaining with the State.

The law on land is most complicated and land is divided into numerous classes. There are different laws governing the tenure and the transmission of each class, the laws of inheritance being different for Christians and Moslems. Close attention has been given by Government during the past few years to the amendment and simplification of the land laws, and the main Bills of a new land code were ready for publication at the end of the year.

The immovable property in the Colony is valued at £16,862,738 approximately, or £45 os. 2d. per head of the population. The charges on land and other immovable property in 1938 were (i) tax on immovable property amounting in towns to seven per thousand of the assessed capital value and in villages to four and a half per thousand; (ii) fees on mortgage or transfer by sale or on transmission.

Prices of land vary according to its adaptation to certain crops, its means of irrigation, and its position in relation to towns and villages. They vary, therefore, from a few shillings to £30 or £40 a donum (one-third of an acre), while land in the vicinity of towns, suitable for building sites, may fetch over £200 a

donum. The average size of a cultivated plot of land is two acres, and of a holding $7\frac{1}{2}$ acres. An intending purchaser would probably have some difficulty in obtaining at a reasonable rate any considerable area of suitable land for development.

The demand by Jews for land in Cyprus for development into orange groves continues to decrease. The total purchases during the year were 140 acres as against 392 acres in 1937. Of these 140 acres, 68 acres were additions to holdings already held by Jews, and 72 acres were acquired by eight new purchasers in the Larnaca, Limassol and Famagusta Districts. The registered value of these properties was £894 and the sale price £2,182 or 244 per cent. of the former as against 212 per cent. in 1937.

Prices at voluntary sales were satisfactory, the average price of land (including trees, gardens and vineyards) being 132 per cent. of the registered value as against 119 per cent. in 1937, while the average price of house property was 149 per cent. of the registered value as against 128 per cent. in 1937.

The policy of fixing a reserve price in forced sales was continued. The recoveries from forced sales amounted to 83 per cent. of the registered value—the same proportion as in 1937.

There were 3,761 attachments affecting 34,325 properties as against 4,352 attachments and 45,014 properties in 1937. Mortgages registered during 1938 numbered 4,967 securing debt to the amount of £536,122, as against 4,811 securing debt to the amount of £521,958 in 1937. Mortgages to the number of 6,012 affecting 32,100 properties were cancelled. There were no Agricultural Bank Securities registered in 1938; those in force on the 31st December, 1938, numbered 1,203, involving 6,080 mortgages securing loans for £191,518.

On the 31st December, 1938, the total mortgage debts of the Colony amounted to £2,207,896 as against £2,203,175 on the corresponding date in 1937. These debts represent 13.09 per cent. of the total value of immovable property. The bulk of the debt contracted in 1938 is accounted for by the renewal of old mortgages including interest accrued, and by the borrowing of funds for the erection of new buildings.

A Bill to provide for the relief of indebtedness of agricultural debtors was published in November, 1938.

The activities of the Survey Branch of the Land Registration and Survey Department were mainly devoted to revisions for the Compulsory Registration Branch and for the Applications Branch. The relation of the new survey of Famagusta to the existing registrations was completed. Contouring for the production of a half-inch map of the island was completed in the Karpas Peninsula. The identification on the ground and fixation of heights of control points on air photographs was continued. A considerable amount of work was done in the laying out of roads and building sites in Nicosia, Famagusta, and Larnaca.

Co-operative Societies.

At the end of the year there were 282 Co-operative Credit Societies with 17,422 members. There were also 77 Co-operative Societies with 6,496 members, including 15 Co-operative Stores, 15 Wine Making Societies, 33 Savings Banks, 7 Marketing Societies and 7 various Societies.

The thrift movement continued, and there are now 157 rural co-operative societies accepting recurring deposits by weekly payments of units or multiples of 3p. There are approximately 12,000 depositors in these societies and the sum deposited by them is £550 weekly. There are also co-operative savings banks for civil servants, school-teachers and mine workers.

A combined purchase of fertilizers to the value of over £10,000 was made by societies through the Co-operative Central Bank. Seed potatoes to the value of approximately £1,500 were also supplied to member societies through the Co-operative Central Bank. Seven wine societies made a combined sale of the commandaria wine made by them. Other societies effected co-operative sale of various agricultural products.

Member societies of the Co-operative Central Bank increased by 34: 85 credit societies, 19 savings banks, one wine making society, one agricultural society, one marketing society and one store being now members. On the 31st December, 1938, deposits in the Bank from member societies amounted to £15,672; current loans amounted to £24,455 and the Bank was financed by Barclays Bank (Dominion, Colonial and Overseas) to the amount of £13,837. The Bank also held British Government securities at a cost of £6,052.

Chamber of Commerce.

The Cyprus Chamber of Commerce was legally registered under the Companies (Limited Liability) Law of 1922 on the 29th April, 1927. It was founded with a view to fostering the trade of the Colony by promoting a spirit of co-operative enterprise amongst local merchants, and by facilitating commercial relationships with merchants abroad. The Chamber works in close connection with the London Chamber of Commerce, the Federation of British Industries, and the Federation of Chambers of Commerce of the British Empire. In 1938 the Cyprus Chamber of Commerce concluded a Trade Agreement with the Government of Roumania.

Loan Commissioners.

Sums amounting to £3,982 were lent by the Loan Commissioners from the Public Loans Fund to village communities for irrigation and for the improvement of water supplies.

APPENDIX.

PUBLICATIONS OF GENERAL INTEREST OBTAINABLE FROM THE GOVERNMENT
PRINTING OFFICE, NICOSIA, AND ELSEWHERE.

<i>Title.</i>	<i>Price.</i> <i>s. d.</i>
*Social and Economic Progress of the People of Cyprus—1933 to 1937 (per copy)	1 4 to 2 6
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Ruins of Salamis, by G. Jeffery—1926, reprinted 1936	0 6
Statistics of Imports, Exports and Shipping, year ended 31st December, 1938	1 6

* Obtainable also from the Crown Agents for the Colonies, 4, Millbank,
Westminster, London, S.W.1.

† Obtainable from the Agricultural Department, Nicosia, Cyprus, only.

MAPS.

(Obtainable from the Director of Land Registration and Surveys, Nicosia.)

Lithographed maps.

	<i>Scale.</i>	<i>Date.</i>	<i>Price.</i>	
			<i>s. p.</i>	<i>s. p.</i>
Cyprus: "Motor Map" ...	T 1: 506,880	1931	1 4	2 4
			(Contoured and layered)	
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Troodos: "Troodos and Hill Resorts"	T 1: 63,360	1932	1 4	2 4
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Kyrenia and Environs: "Kyrenia"	T 1: 63,360	1931	1 4	2 4
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Larnaca: "District Diagram" ...	1: 63,360	1937	2 6	4 0
Famagusta and Varosha: ...	1: 7,920	1938	1 8	2 6

N.B.—T. = Topographical.

Folded copies of above maps are available.

Large scale Topographical and Cadastral Sunprints, covering the whole
island, also towns and villages, are obtainable.

COLONIAL ANNUAL REPORTS

H.M. Stationery Office publishes the Annual Reports on the Social and Economic Progress of the Peoples of the Colonies and Protectorates, most of which contain a map of the Dependency concerned. More than 40 Reports appear each year and they are supplied at the Subscription price of 50s. per annum. (This rate does not include Mandated Territories.) Individual Reports may also be purchased and standing orders placed for their annual supply

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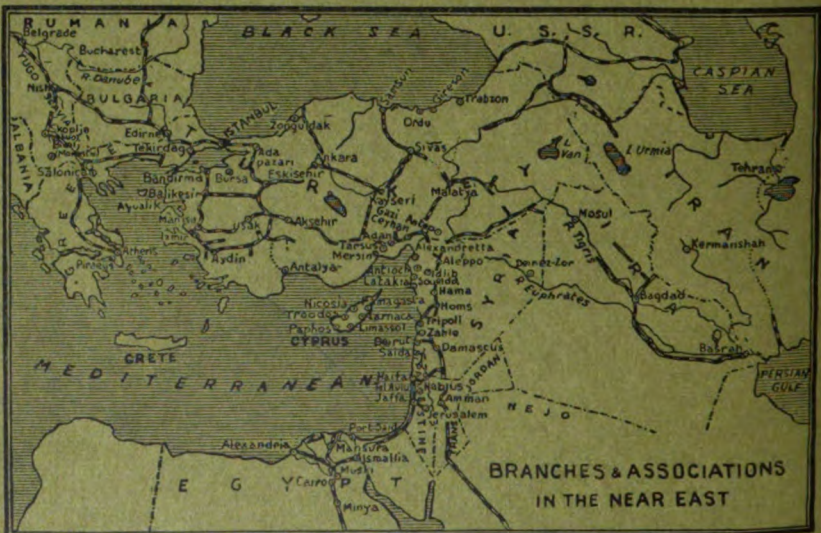
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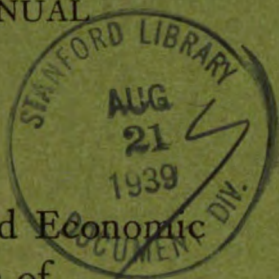
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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF JAMAICA, 1938

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JAMAICA.

ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF JAMAICA, FOR THE YEAR, 1938.

CHAPTER I.

GEOGRAPHY, CLIMATE AND HISTORY.

1. Jamaica is an island in the Caribbean Sea, situated between 17° 43' and 18° 32' N. latitude and 76° 11' and 78° 20' 50" W. longitude. It is the largest island of the British West Indies, its extreme length being 144 miles, greatest width 49 miles, and least width 21½ miles.

2. The Island is divided into three counties and fourteen parishes, viz.:—

<i>Surrey.</i>		<i>Middlesex.</i>		<i>Cornwall.</i>	
	Sq. Miles.		Sq. Miles.		Sq. Miles.
Kingston	7½	St. Catherine	498	St. Elizabeth	473½
St. Andrew	183	St. Mary	251	Trelawny	353
St. Thomas	298½	Clarendon	487	St. James	239½
Portland	338	St. Ann	487	Hanover	177
		Manchester	337	Westmoreland	320
Total	<u>827½</u>		<u>2,060</u>		<u>1,563</u>

comprising a total area of 4,540½ square miles, or 2,848,160 acres, of which approximately 646 square miles, or 413,440 acres, are flat and consist of alluvium, marl and swamps. The population was ascertained by census in 1921 to be 858,118 or 189 per square mile. The Island is therefore more populous in proportion to its size than, for instance, France which has only 187 persons to the square mile. The Colony and its Dependencies (consisting of the Turks and Caicos Islands, the Cayman Islands, the Morant Cays and the Pedro Cays) comprise a little more than a third of the area, and contain nearly half the population of the British West Indies.

3. A great diversity of climate is obtainable, the temperature varying according to the season from 80° to 86° on the sea-coast to as low as 40° at the tops of the highest mountains. The dryness of the atmosphere renders the climate of the Jamaica uplands particularly delightful and suited to the most delicate constitution. Through the county of Surrey and partly through Middlesex, runs a central mountain chain trending generally in an east and west direction, the highest point of which, Blue Mountain Peak, attains an altitude of 7,388 feet. This is the highest elevation in the British West Indies. From the central range, subordinate ridges or spurs run to the north and south coasts of the Island; these are the parents of smaller ridges, which branch off in every direction with considerable regularity and method until the whole surface of the country is cut up into a series of ridges and intervening valleys.

4. Numerous rivers and streams suggest the origin of Jamaica's aboriginal Arawak name "Xaymaca," which is supposed to imply an overflowing abundance of rivers. Most of the streams have a rapid fall and are not, to any extent navigable.

5. Jamaica has many mineral springs, some of which possess valuable properties for the cure of various diseases and infirmities. The two principal are the spring at Bath, in the parish of St. Thomas, and that at Milk River, in the parish of Clarendon. Both these springs are radio active, the latter in a very marked degree.

6. Jamaica possesses several harbours, the largest and most important being that of Kingston, the capital, one of the finest natural harbours in the world. This harbour has a total area of some 16 square miles, of which approximately 7 square miles have a depth of from 7 to 10 fathoms.

7. Jamaica was discovered by Columbus on the 3rd of May, 1494. He called it St. Jago, after the Patron Saint of Spain, but the new name was soon dropped in favour of the native one of Jamaica (Xaymaca—well watered). The first settlement on it was effected on the shores of St. Ann's Bay, by Exequiel in 1509, under the direction of Diego, the son of Columbus, while Governor of Hispaniola.

8. Although invaded by Sir Anthony Shirley in 1596, and by Colonel Jackson in 1643, Jamaica remained in the possession of Spaniards for 161 years when it was again attacked by a force sent by Cromwell under Admiral Penn and General Venables, against Hispaniola, and capitulated after a trifling resistance, on the 11th of May, 1655. Until the Restoration, Jamaica remained under military jurisdiction, but in 1661, a regular civil government was established by Charles II, who appointed General Edward D'Oyley, Governor-in-Chief with an Elective Council. In 1670 peace was made with Spain, and the title of England to Jamaica was recognised by the Treaty of Madrid. The Colony grew fast, stimulated by the wealth brought into it by the buccaneers, who made Port Royal their headquarters and storehouse. This town was engulfed in the great earthquake of 1692. Kingston then consisted of a few sheds, and St. Jago de la Vega (Spanish Town) became practically the capital. During the 18th Century, the Island suffered from hurricanes, earthquakes, numerous slave insurrections as well as wars with Maroons or mountaineers, the descendants of African slaves left by the Spaniards, who lived mainly in the east of the Island, among the Blue Mountains. When the Slave Trade was abolished in 1807, there were 319,351 slaves in Jamaica. During the last eight years of the trade, 86,821 slaves were imported. On the abolition of slavery in 1833, Jamaica received £5,853,975 of the £20,000,000 granted by the

Imperial Government as compensation to the slave owners. A serious rebellion among the black population in 1865, was suppressed by Governor Eyre.

9. In January, 1907, Kingston was devastated by a terrible earthquake which caused great loss of life and immense destruction of property. A Mansion House Fund was opened and contributions poured in from all parts of the Empire for the relief of distress. A free grant of £150,000 was voted by Parliament, and a loan of £800,000, chiefly in aid of the re-building, was authorized from the Home Exchequer.

10. English is the only language spoken in Jamaica. Traces of the Spanish occupation still remain in the names of many places, such as Rio Grande, Ocho Rios, St. Jago de la Vega, etc., and here and there a name of obviously African origin, such as Accompong, is to be found.

11. There are many purely local words such as "quattie" to describe the sum of 1½d., "buckra" to describe a white man, and "busha" to describe the manager of a plantation, and it takes a new comer to Jamaica some time to grasp what is being said to him especially in the remoter country districts.

CHAPTER II.

GOVERNMENT.

12. The original Constitution granted by Charles II, which after existing for over 200 years, was surrendered in 1865, was a representative one, consisting of a Governor, Nominated Council, and Elected Assembly, which on its first meeting in 1664 consisted of 20 members, but fluctuated in number from time to time. The depression caused by the abolition of slavery led to a grave constitutional crisis, the Assembly refusing to vote supplies and endeavouring to enforce sweeping reductions in establishments, without compensation to the displaced officers. Lord Melbourne's Government, 1839, actually introduced a Bill into Parliament for the suspension of the Constitution, but was defeated and it was not till 1854 that, by a change in the Constitution of the Council, harmony was temporarily restored.

13. After the suppression of the rebellion in 1865, Governor Eyre, at the meeting of the Legislature, urged unsuitability of the then existing form of Government to meet the circumstances of the community, and the necessity of making some sweeping change by which a strong government might be created. The Legislature willingly responded, abrogated all the existing machinery of legislation, and left it to Her Majesty's Government to substitute any other form of Government which might be better suited to the altered circumstances of the Colony.

14. By Orders in Council of the 11th June, 1866, and 11th November, 1869, a Legislative Council was established, consisting of such numbers of official and unofficial members as Her Majesty might think fit. The numbers of each were six until 1878, when they were enlarged to eight, and a ninth was added in 1881.

15. By Order in Council, dated 19th May, 1884, and Amending Order of 3rd October, 1895, the Constitution was fixed in the following manner:

The Council to consist of the Governor (with only a casting vote), five ex-officio members, viz.: The Senior Military Officer, the Colonial Secretary, Attorney General, Director of Public Works and Collector

General; such other persons, not exceeding ten in number, as Her Majesty may from time to time appoint or as the Governor may from time to time provisionally appoint, and fourteen persons to be elected as therein provided; the Council to be dissolved at the end of five years from the last preceding General Election, if it shall not have been previously dissolved.

16. There is also a Privy Council, with the usual powers and functions of an executive council. It consists of the Lieutenant-Governor (if any), the Senior Military Officer in command, the Colonial Secretary, Attorney General, and such other persons as may be named by the King, or provisionally appointed by the Governor, subject to the approval of His Majesty, the number of members not to exceed eight. The Governor presides at each meeting and the Governor and two members form a quorum.

17. The first registration under Law 22 of 1886, the Franchise Enlargement Law, was in August, 1887. At the General Election of Members to serve in the Legislative Council which was held in 1925, the number of voters on the list was 54,103. There were ten contested elections, the total number of votes cast being 15,359.

18. A Corporation of the amalgamated parishes of Kingston and St. Andrew, with a Mayor, Council and Corporate Officers, was set up in 1924. The Corporation acts through the Council which exercises all powers vested in the Corporation or the Council. The Council consists of the Mayor, Aldermen and Councillors. The Councillors, eight in number, are elected, 4 for the Urban District, 2 for the Sub-Urban and 2 for the Rural. The Aldermen, 2 in number, are elected by the Council from voters holding qualifications necessary to entitle them to be elected as Councillors. No person holding the office of Councillor is qualified for election as an Alderman. In addition to the above, the Elected Members of the Legislative Council for Kingston and St. Andrew and the Custodes of Kingston and St. Andrew, are ex-officio members of the Council. A Water Commission appointed under Law 34 of 1936 controls the water and sewerage systems in Kingston and St. Andrew. In the 13 other parishes there are Elective Boards with jurisdiction over secondary roads, markets, sanitation, poor relief, water works and pounds. The chief towns are Kingston (including Port Royal) (population in 1921, 63,711), Spanish Town, (population 8,694), Port Antonio, (population, 6,272), Montego Bay (population, 6,580), Falmouth, (population, 2,136), Port Maria, (population, 2,481) and Savanna-la-Mar (population, 3,442).

19. The parish is the unit of local government, and each parish has its own institutions, managed by the Parochial Board, the members of which are elected by the persons entitled to vote for the election of members of the Legislative Council. The administration of poor relief by the Parochial Boards is controlled by a Board of Supervision. The total number or registered poor in 1938 was 17,322, being at the rate of 15.33 per thousand of population. Pauper relief costs 1/10d. per head of population.

CHAPTER III.

POPULATION.

There was a decrease in Emigration and an increase in Immigration during 1938, compared with the year 1937. The departures in 1936 were 451, in 1937, 524 and in 1938, 295. The arrivals in 1936 were 969, in 1937, 1,500 and in 1938, 1,530.

VITAL STATISTICS.

Population :

21. The estimated population of Jamaica at the close of the year 1938 was 1,173,645, this figure being arrived at by taking the estimated population on 31st December, 1937 and adding thereto the births and arrivals and deducting therefrom the deaths and departures during the year ended 31st December, 1938.

Marriages :

22. The number of marriages registered during 1938 was 5,416, the rate being 4.61 per 1,000 of population, as compared with 4.64 in 1937.

Births :

23. During the same period, 37,970 were registered, of which 19,306 were boys and 18,664 were girls. The birth rate was 32.35 per 1,000 as against 32.07 during 1937. 26,957 births were illegitimate.

Deaths :

24. The number of deaths registered was 19,124, of which 9,476 were males and 9,648 females, the death rate being 16.29 per 1,000. The rate for 1937 was 15.3. During 1938, 6,078 or 31.78 per cent. of the total deaths were those of children under two years of age and of these 4,905 or 25.65 were those of children under one year of age. The corresponding figures for 1937 were 30.38 and 23.97 per cent. respectively.

25. The infantile death rates under one year and under five years were 129.18 and 180 per 1,000 respectively, as compared with 118.52 and 168 per 1,000 in 1937.

26. The principal causes of death per 100 of total deaths among the inhabitants of Kingston were:—

Tuberculosis 9.91, Pneumonia 8.24, Heart Disease 7.54, Old Age 5.66, Congenital Debility 5.17, Syphilis 4.47, Cancer and other malignant Tumours 3.93, Diarrhoea and Enteritis 3.77, Premature Birth 3.66, Chronic Nephritis (including unspecified 10 years of age and over) 2.96, General Paralysis of the Insane 2.64, Diseases of the Liver 2.47, Cerebral Haemorrhage, Apoplexy 2.10, Malaria 1.94, Diabetes 1.45, Typhoid Fever 1.40.

CHAPTER IV.

HEALTH.

27. The Health of the Island was very satisfactory during 1938. The estimated death rate was 16.3 per 1,000 population as compared with 15.3 in 1937, the lowest on record.

28. No epidemics were recorded, and the marked reduction in Typhoid fever noted in 1937 was well maintained in 1938, there being 578 notifications as compared with 781 in 1937 and 1,277 in 1936.

29. 72 cases of Diphtheria were reported as compared with 29 in 1937 and 15 in 1936; 54 of these occurred in the Corporate Area of Kingston and St. Andrew. The cases were distributed over the year and the increase may be only apparent as a result of the increased activities of the Health Authorities.

30. 1,376 cases of, and 1,083 deaths from Pulmonary Tuberculosis were recorded as compared with 1,311 cases and 1,019 deaths in 1937.

31. The Rainfall was 60 inches—14 inches below average—with the result that the incidence of Malaria was lower than usual and Yaws control was considerably facilitated.

32. The work of the special clinics for Venereal Diseases, established with the assistance of the Colonial Development Fund during the past two years, which was necessarily largely experimental and investigatory, makes it clear that the programme of control will have to be enlarged very materially if the problem is to be met with any reasonable degree of effectiveness, and, Government was fortunate in obtaining in the early stages of this undertaking a month's visit of Lieutenant Colonel L. W. Harrison, D.S.O., Adviser to the Minister of Health on Venereal Diseases. Already urgently required alterations and extensions have been completed for the Kingston Clinic as recommended by him, and his other recommendations are receiving the careful consideration of the Government though lack of funds will delay progress in carrying them out.

PRINCIPAL DISEASE GROUPS.

Gastro Intestinal Disease:

33. (a) *Enteric Fever*: 578 cases were notified as compared with 781 in 1937 and 1,277 in 1936 and the marked decline previously noted in the Corporate Area of Kingston and St. Andrew was well maintained. 446 cases with 117 deaths were treated in the hospitals.

(b) *Dysentery*: 161 cases were reported as compared with 132 in 1937, and 99 were admitted to the hospitals. 139 of them were of Amoebic infection.

Pulmonary Tuberculosis: 1,376 cases and 1,083 deaths were recorded as compared with 1,311 cases and 1,019 deaths in 1937, 55% of the cases being found in the adjacent parishes of Kingston, St. Andrew, St. Catherine and Clarendon within easy reach of the new Tuberculosis Hospital and Kingston Dispensary. This Dispensary notified 476 cases, or 34% of the total number recorded for the Island.

34. *Malaria*: The extent of Malaria as a problem in any given year is largely determined by the rainfall. In 1938, as compared with the years since 1932, was marked by a low rainfall, and as would be expected the hospital records indicate a comparatively low incidence for the year under review. The numbers were somewhat higher than in 1937, but still well below the figures for 1936. There were 525 deaths registered as due to this disease as compared with 504 in 1937.

A total of 11,059 cases were treated at Public Hospitals during the year. This figure does not include the Out-patient Department at the Kingston Public Hospital.

An outbreak in and around Ulster Spring in Trelawny presented an interesting study. Over a period of three months extending from August to November there occurred about 30 cases of Malaria, and as far as investigation could disclose these persons all acquired their infection locally. Ulster Spring is about 1,500 feet above sea-level and no known case had ever occurred previously in the area where infection could not be traced to some low-lying endemic area in the same parish or elsewhere. It was known that Anopheline mosquitoes (*albimanus*) were breeding in this area from the previous year, and it appears that the necessary gametocyte carrier came into the area some time during 1938.

There were no other epidemic outbreaks. Digitized by Google

In the Corporate Area of Kingston and St. Andrew, according to statistics from the Kingston Public Hospital, the endemic level fell somewhat below that of 1937.

35. A total of 21,497 cases were treated as compared with 30,611 in 1937 and 28,700 in 1936. Reports from all areas for 1938 confirmed the findings of previous years that the programme of control which has been developed during the past 4 years is effecting a steady decline in the incidence of active cases.

Venereal Diseases:

36. The number of new cases of Venereal Diseases which attended the special clinics were as follows:—

		<u>Syphilis.</u>	<u>Gonorrhoea.</u>
Kingston Clinics	...	3,720	6,262
Montego Bay Clinic	...	1,057	1,050
Port Antonio Clinic	...	714	884
Total		<u>5,491</u>	<u>8,196</u>

The record of treatment at Hospitals are as follows:—

		<u>Admissions.</u>		<u>Outdoor.</u>
	<u>Syphilis.</u>	<u>Gonococ- cal In- fections.</u>	<u>Syphilis.</u>	<u>Gonococ- cal In- fections.</u>
Kingston Public Hospital	425	476	5,534	1,625
District Hospitals	1,161	856	4,730	3,027
Total	<u>1,586</u>	<u>1,332</u>	<u>10,264</u>	<u>4,652</u>

It is not possible to state how many of these are new cases.

Diseases of School Children:

37. Examinations carried out on 2,207 children in two rural parishes (Clarendon and Portland) show defects as follows:—

Malnutrition	...	...	...	39%
Granulated lids	...	...	...	14%
Dental caries	...	...	...	18%
Enlarged spleens	...	...	...	13%
Defective vision	...	...	...	8%
Enlarged tonsils	...	...	...	7%
Head lice	...	...	...	5%

The incidence of enlarged spleens is "weighted" by the fact that a proportion of the children were taken from areas of high malaria in Clarendon.

Dental caries were low in this group because School Dental Service has been provided for some years in these parishes.

Hospitals:

38. The following is a list of the Hospitals and Institutions of the Medical Department:—

	Official No. of Beds.
Public Hospital, Kingston	380
Jubilee Lying-In Hospital	100
Mental Hospital	2,059
Public General Hospital, Morant Bay ...	32
" " " Hordley	40
" " " Port Antonio	75
" " " Buff Bay	54
" " " Annotto Bay	64
" " " Port Maria	71
" " " St. Ann's Bay	42
" " " Cave Valley	14
" " " Falmouth	41
" " " Ulster Spring	8
" " " St. James	72
" " " Lucea	58
" " " Sav.-la-Mar	88
" " " Black River	76
" " " Mandeville	53
" " " Chapelton	35
" " " Lionel Town	54
" " " Spanish Town	74
" " " Linstead	60
Lepers' Home, Spanish Town	120

Buildings:

39. At the Kingston Public Hospital, the new Operating Theatre has been in operation since March, 1938. The necessary covered ways have been completed and put in use. The new building for Out-patients and X-ray work at the Kingston Public Hospital is rapidly nearing completion. Not only will this add to despatch and comfort in handling the ever increasing number of patients but it marks another step in the modernising programme steadily pursued at this Hospital.

40. In the outlying hospitals, building improvements this year have been mostly in the direction of providing increased facilities for maternity work and for the treatment of Pulmonary Tuberculosis. Maternity Wards have been opened at Lucea, Black River, Lionel Town, Spanish Town and Montego Bay, making a total of 10 Public General Hospitals outside of Kingston now provided with this service.

41. Four new Tuberculosis Wards at District Hospitals with a total accommodation of 72 beds were completed during the year. The Central Tuberculosis Hospital in the Corporate Area is in advanced state of construction, with two large wards of 100 beds each, two private wards of 11 beds each, and accessory buildings. It is hoped that this Hospital will be ready for service by the middle of 1939.

42. A new scheme for development of hospital facilities has been approved by Government. The policy decided on is that hospital accommodation in selected main centres of population will be considerably enlarged either by new hospitals or extension of existing ones. while a number of cottage hospitals will be established in more remote

centres primarily as feeding stations. A service of ambulances will collect cases daily from the feeding stations and transport them to the main hospitals.

Personnel:

43. The number of patients attending Out-patient Departments of Government Hospitals has continued to increase to the point where added Medical personnel has become an imperative need in the hospitals of the more populous centres; since 1st July, 1938, the following hospitals have been provided with a part-time Assistant Medical Officer:—

St. Ann's Bay
Port Antonio

Black River
Port Maria.

Outdoor Dispensary Service:

44. The total attendances of outdoor patients under the Outdoor Dispensary system, excluding the Kingston Public Hospital, was 254,507 as compared with 221,987 in 1937. Six dispensaries were opened during the year.

PREVENTION OF DISEASE.

Laboratory Work:

45. The year showed a continued increase in laboratory procedures, particularly with respect to Malaria, Venereal Diseases and Diptheria. Free laboratory facilities for all practitioners for diagnostic purposes in connection with Tuberculosis, Venereal Diseases, Diptheria, Typhoid and Gastro Intestinal infections was established in 1936 with the result that each year shows improvement in the accuracy of information with regard to the incidence and treatment of communicable diseases. With the development of the special clinics for Venereal Diseases, it has become possible to relieve the Central Laboratory to some extent.

46. A total of 70,810 examinations were carried out, some of the main items being as follows:—

Serum-Kahn Test	...	...	32,006
Blood Smears for Malaria Parasites	...	...	5,224
Enteric Diseases (Bacteriological)	...	...	3,072
Stool Examinations	...	...	6,352
Examination for Gonococci (Does not include work done by the V.D. Clinics)	...	...	2,126
Sputum for Tuberculosis (Does not include work done by the Tuberculosis Dispensary)	...	...	1,867
Throat Swabs	...	...	643

Gastro Intestinal Diseases:

47. 11,842 new latrines were completed as compared with 13,643 in 1937. Certain parishes which have been backward in the past began to make fair progress in this activity and in each case a specially experienced Senior Sanitary Inspector was loaned by the Central Board of Health to supervise the work.

48. 32,166 Anti-typhoid inoculations were given as compared with 32,454 in 1937, the policy being to carry out mass inoculations in any district where a case occurs, and also to inoculate school children as these provide some 30% to 35% of the notified cases. Hospitalization of cases has been highly developed especially in the Corporate Area where at least 80% of known cases are so cared for.

Malaria:

49. The attention given to the importance of permanence in control measures in 1937 received further emphasis during 1938. At the close of the year the stretch of costal swamp in the Greenwich Farm and Kingston Pen areas had been reduced to a very small percentage of its original proportions due to the combined efforts of the Corporate Area of Kingston and St. Andrew and Government. The former continued their programme of filling with city refuse the Eastern section, while the latter reclaimed several acres with earth filling and ditching in the Western section.

50. Plans have been completed for establishing and maintaining a system of drainage for an area to the west of Kingston extending as far as, and including Duhaney River, which is designed to remove excess irrigation and storm water rapidly from higher ground, as well as to relieve the swampy conditions at lower levels. Sub-Urban Kingston is rapidly extending westward both by private enterprise and through the activities of the Housing Authority while consideration is also being given to the possibilities of settling small holders, so that this drainage scheme will be an important feature in the protection of the Corporate Area from Malaria.

51. The West Indies Sugar Company have instituted extensive drainage measures on their Estates in the parish of Westmoreland. Adjacent villages which might have considerably minimized the results of this undertaking were also put under control as a co-operative scheme between the Company and Government.

52. There was further extension of what are known as "temporary control measures," that is, the use of larvicides and periodical clearing of vegetation from streams and stagnant water collections. The Milk River in Clarendon and St. Thomas-Ye-Vale in St. Catherine were the two areas to benefit by these extensions.

53. The main swamp problem in the town of Montego Bay remained unchanged throughout the year.

Pulmonary Tuberculosis:

54. The main features of Government's plan for control of Tuberculosis are:—

- (a) Establishment of Dispensary Services;
- (b) Provision of Beds;
- (c) Supervision of infected families at home.

The main progress was in the direction of providing beds for active medical and surgical treatment. The programme laid down in 1936 provided for 400 beds, of which 80 are now available and 200 more will be ready within a year by the completion of the new Hospital.

55. The new Kingston Tuberculosis Dispensary was opened early in the past year providing very great improvement in comfort and efficiency, and over 5,000 new persons attended for examination. This Unit notified 476 cases of Pulmonary Tuberculosis out of a total of 1,376 reported for the whole Island during the year under review. Dispensary services were maintained in nearly all other parishes with the assistance of the Motor X-ray unit which took X-ray pictures of 3,713 persons.

56. Government has embarked on the establishment of a Public Health Nursing Service, one of the main activities of which is to supervise infected families at home.

57. It is realised, however, that the activities of the Medical Profession can play only a limited part in the solution of the problem. Its control is closely associated with such major socio-economic questions as Housing, Nutrition, Education and Land Settlement and special efforts are being made in these directions.

58. The research work on vaccination against Tuberculosis continues in the hands of the Rockefeller Foundation.

Yaws:

59. The Yaws Control programme was actively maintained during the year. In areas of moderately high infection where a mobile unit operated for the first time, surveys showed that in a population of approximately 20,000 about 21% gave history of having had yaws while about 9% showed lesions. Repeat surveys in areas which five or six years ago showed very high infection (20% to 30% of the population with lesions) and which have been systematically followed-up with treatment campaign now show from 5% to 10% with lesions. The exception to this marked decline is the heavily infected section of the parish of St. Mary, due to the inadequacy of staff for maintaining close follow-up work.

Venereal Diseases:

60. During the year a total of 13,687 new patients attended the three special clinics at Kingston, Montego Bay and Port Antonio. Although the problem of Venereal Diseases was well known for years to be a large and serious one, the programme for control as undertaken at the start had, of necessity, an element of investigation as the true extent of the requirements were not known. The experience of the past two years, particularly in Kingston, has made it clear that the programme will have to be very materially enlarged if the problem is to be met with any degree of adequacy. In the early stages of the undertaking, Government was fortunate in securing a month's visit of the Adviser on Venereal Diseases to the Ministry of Health—Lieutenant-Colonel L. W. Harrison, D.S.O., and his recommendations as to buildings, staff and treatment are now being considered. Already urgently required alterations and extensions have been completed for the Kingston Clinic with greatly increased comfort and efficiency, and proposals for extension of the service are being considered.

Water Supply:

Considerable progress was made in improving both the quantity and quality of the water supplies of the larger towns. In the Corporate Area of Kingston and St. Andrew, the Water Commission completed installation of a new thoroughly modern purification plant with a capacity of 8,000,000 gallons to replace one of their worn-out plants. New works were completed at a cost of approximately £36,000 for the towns of May Pen, Chapelton, Montego Bay and Lucea, which works estimated at approximately £30,000 are in hand for Morant Bay, Buff Bay and Brompton.

61. Within the past two years the policy has been laid down that no schemes for water supplies will be approved unless adequate provision is made for high sanitary quality.

Housing:

62. The first Housing Project for dealing with slum areas in Kingston is now well advanced. This consists of an improvement scheme for an overcrowded slum area of the town together with development of a new township nearby.

63. The necessary new roads and water and sewer mains are now nearing completion and it is expected that the new Building programme to be carried out by the Central Housing Authority will be commenced shortly.

64. It is hoped to introduce during the Spring Session of 1939 an Amendment Bill to the Building Societies Law whereby Special Financial Assistance will be given to Owners concerned in Housing Schemes.

65. Proposals have been made to Government by the Authority for dealing with Slum Clearance and Town Expansion Schemes with respect to other townships, and the matter is receiving attention of Government. In the meantime, Parochial Boards in their capacity as Local Housing Authorities are investigating Housing Conditions in their Parishes to enable preparation of detailed schemes by way of notification to Government as to the expenditure involved.

66. Two Improvement Schemes under the Slum Clearance Law, Law 10 of 1937, are now in force dealing with certain Areas in Montego Bay, and a Housing Development Project for displaced persons has recently been approved and is being put in operation.

Nutrition:

67. This subject is engaging the attention of the three Departments most intimately concerned, namely, the Medical, Agricultural and Educational, and it has been receiving considerable publicity in the local press.

68. Under the auspices of the Nutrition Committee the Medical Department carried out economic surveys in all parishes covering 1,400 families with a view to ascertaining some fairly exact information as to the dietary habits and food purchasing power of the working classes. Lack of special staff for dealing with the material collected has delayed completion of the study.

69. In approaching the problem the Medical Department is aiming at development of special services for expectant mothers and children up to school leaving age in elementary schools. These services are fairly well advanced in the Corporate Area of Kingston and St. Andrew. Here the Jubilee Maternity Hospital with 100 beds and 2,500 deliveries per annum (approximately 50% of the total births of the area) maintains an ante-natal department reaching the majority of the mothers delivered in the hospital. The Child Welfare Association, a voluntary organisation with headquarters in Kingston is subsidised by Government by the provision of a Medical Officer as well as by an annual cash contribution. The Kingston Clinic reports for 1938 that 1,524 expectant mothers paid 3,209 visits to their ante-natal sessions, and there were 21,095 attendances of children up to 5 years of age. The Clinic works in co-operation with the Maternity Hospital, and the great majority of their mothers are delivered in the Hospital. No outdoor nursing service is yet provided for either institution, but it is hoped that this will be established in the coming year. In the meantime voluntary lady workers provide a limited visiting service.

70. A nucleus for a Public Health Nursing Service has been established during the past two years on a co-operated plan between Central and Local Health Authorities, the former providing the nurse's salary and the latter her travelling allowance. So far, nine parishes have got 1 nurse each. In each case the provision of a nurse has made it possible for the Health Officer to carry out demonstrations in rural

areas on (a) prenatal care, (b) infant hygiene, (c) school hygiene. The Child Welfare Association has also established a number of branches outside of Kingston in co-operation with the local Health Authority. Government has formulated a policy to be followed by Local Authorities for developing nursing services, and in the two parishes, Manchester and Clarendon, where good progress has been made, there has been a marked increase in the number of deliveries by registered midwives.

71. Continuous publicity is being given to the subject of Nutrition through the Bulletin of the Bureau of Health Education and lectures by Health Officers.

72. The Mission of Friends, a Quaker organisation, includes child welfare in their programme and has an American qualified Public Health Nurse.

73. Certain important activities of relatively recent development in the Agricultural Department and the Jamaica Agricultural Society are having a beneficial effect in meeting some of the problems of nutrition, and these Agricultural authorities are fully conscious of the importance of the subject. Included in the programme of the Agricultural Department are (a) Research work with the assistance of the Colonial Development Fund on local varieties of pulse crops and on analysis of soils with a view to increasing local supplies of vegetable protein; (b) fostering development of vegetable crops of "protective" value for both export and local consumption, such as green vegetables, for which our poorer classes formerly had very little taste. The Agricultural Department's overseas marketing development are of very great value, both economically, but as already effecting increased local consumption of such portions of these "protective" crops as are not suitable for export.

74. The Department of Agriculture is also investigating the possibility of organising the fishing industry which could make a most valuable addition to the supply of animal protein for the poorer classes who can obtain only an extremely limited quantity thereof for economic reasons.

75. The Jamaica Agricultural Society, a Government subsidised organisation with 319 branches and a staff of Agricultural Instructors, co-operate in the marketing developments of the Agricultural Department undertaking several activities of direct value to the cause of improved nutrition. Its sales of seeds, at extremely low prices, of such vegetables as tomatoes, carrots, turnips, sweet peppers, beet, etc., have quadrupled in recent years and reached £800 in 1938. The Society encourages, with subsidies, improvement of milking strains of goats and, by means of competitions, endeavours to interest Juveniles in vegetable growing and rearing of small stock. It now operates a corn mill for the locally grown product, and is hulling native rice for distribution through its Sales Department.

76. Government is supporting the establishment of a condensary which should stimulate the development of the dairy industry and make milk more available by lowered prices to the poorer groups of population.

77. The Education Department is giving special attention to the development of School Gardens, Kitchen-Garden projects and lunch schemes, and in the process of revision of the syllabus, hygiene has been brought up to date. During the past two years 30 kitchen-garden projects have been established in rural schools. In Kingston supplies of hot lunches are reaching 20 schools from the Children's Lunch Fund which is such a promising voluntary effort that Government is subsidising it to the extent of £600 per annum.

CHAPTER V.

HOUSING.

78. The First Scheme under the Slum Clearance Law, Law 10 of 1937, embracing Improvement of Smith Village District in Kingston and development of Trench Pen Township was approved finally in the early part of the year and the project is now in operation under the Central Housing Authority.

79. Work done in Smith Village has been limited to acquisition of some properties, demolition of buildings and certain aspects of Street improvements. Sewer mains have been laid by the Water Commission, while the reconstruction of buildings is awaiting Legislative action to enable special financial assistance to be afforded to owners in the area.

80. Development works in Trench Pen, including construction of Roads, Storm Water Drain, Laying of Water and Sewer Mains, etc. etc. are nearing completion, and it is expected that the building programme will be put in hand at an early date.

81. There has been no improvement in the Housing conditions in other Slum areas and the question of the measures to be introduced for dealing with the problem is receiving earnest consideration of the Central Housing Authority.

82. New areas have been laid out by private enterprise in the Corporate Area and building activities were well sustained, particularly in suburban areas.

83. Residential areas in the parishes continue to be developed along satisfactory lines.

84. Simultaneously with the introduction of Local Regulations, the Parochial Boards are investigating conditions in slum areas with a view to ascertaining the cost of improvement measures.

85. Resulting from a survey of Barracks on the principal Plantations throughout the Island, an intensive campaign was carried out, requiring owners to improve Estate Barracks. Interim reports indicate gradual progress. The programme of Rose Hall Estate in St. James continues satisfactorily, while Messrs. Tate and Lyle (The West India Sugar Co.) have started reconstruction work in Clarendon and Westmoreland.

CHAPTER VI.

NATURAL RESOURCES.

86. There are no reliable statistics relating to the distribution of land in Jamaica, but according to the Collector General's statements of tax ingivings, the area returned under 'wood and rinate' is approximately 650,000 acres and cultivated land 950,000, a total of 1,600,000 acres. Crown lands amount to approximate 270,000 and other non-taxable land to say 10,000 acres, making the total area accounted for 1,880,000 acres.

87. Of the 270,000 acres of Crown Land it is estimated that approximately 30,000 acres might be developed for agriculture, while at least 60,000 acres of private land should eventually be acquired and reserved as forest. Forest Reserves would then be in the region of 300,000 acres or 10½ % of the total land area. The survey and demarcation of these Forest Reserves was begun in 1937 and is being actively pursued.

88. As regards land tenure, normally all Crown Lands are vested in the Colonial Secretary, but certain lands are leased from the War Department and private individuals for Forest Reserve. Forest rights—there are none. Water rights—in general it may be said that the rights to water flowing in definite stream channels are vested in the Crown, provided that riparian owners have the right to water for domestic and stock purposes.

Production:

89. The natural wealth of the colony is at present confined to its agricultural potentialities. Any mineral wealth it may possess is at present completely untapped, and its industrial and manufacturing establishments are concerned with the processing of agricultural and livestock products, a few factories for the manufacture of Ice, Biscuits and Beverages for local consumption being excepted.

90. There are no statistics available as to the total production or local consumption of any of the agricultural products, with the exception of sugar and rum. Returns of the Island's export trade for 1939 however, show that the total value of the Island's exports for 1938 exceeded the exports for the previous year by £93,830, and at £4,833,322 constitutes the highest recorded value of exports from the Island. Of this total, the value of Banana exports represents over 60%. It is encouraging to note that though the total number of stems of bananas exported was approximately 2,000,000 short of the 1937 total, the actual value at £2,916,956 exceeded that of the previous year by £260,073.

91. During the year under review, the Island suffered a marked diminution in annual rainfall, the total for the year (59.95 ins.) being nearly fourteen inches below the previous sixty-year average (73.87 ins.). The Island was fortunate, however, in sustaining no significant damage from wind disturbances, and apart from a slight decrease in yields per acre, which has been noticed in most crops, production was satisfactory.

92. The following data compiled by the Collector General's Department show the comparative export trade in Island products for the years 1937 and 1938:—

ISLAND OF JAMAICA.

Articles.		Quantities, January to December, 1937.	Values, January to December, 1937.	Quantities, January to December, 1938.	Values, January to December, 1938.
			£		£
Bananas	stems	26,955,489	2,656,883	23,811,337	2,916,956
Bananas, dried	lbs.	4,002	106	150	4
Cocoa ..	cwt.	40,749	77,101	47,165	47,020
Coconuts	No.	34,052,640	95,233	33,415,379	84,155
Coffee ..	lbs.	7,575,015	146,019	9,462,456	132,907
Copra ..	lbs. ..	1,018,905	8,659	1,666,151	10,647
Coconut Oil	galls.	128,724	16,566	5,832	653
Dyewood ..	tons	23,704	58,007	6,314	15,745
Dyewood					
Extracts	cwt.	23,620	77,362	15,690	50,677
Ginger	cwt.	26,650	70,002	26,166	50,939
Goatskins	No.	183,042	22,109	172,922	12,754
Grapefruits	pkgs.	124,965	42,313	136,949	38,441
Hides ..	No.	24,807	17,627	12,450	5,107
Honey	galls.	144,429	22,835	133,299	18,049
Lime Juice, raw	galls.	15,672	1,230	19,871	1,473
Limes ..	pkgs.	15,378	8,715	16,889	5,609
Oranges ..	boxes	238,955	77,025	327,082	96,952
Orange Oil	lbs.	47,056	11,400	42,653	10,171
Pimento ..	cwt.	51,996	147,181	77,472	207,070
Pine Apples	dozs.	120	44	125	26
Rum ..	galls.	903,812	266,051	899,821	247,892
Specie—Silver	£	..	23,858	..	1,976
Do. Gold	£ ..	..	3,096	..	..
Sugar ..	tons	95,776	864,579	105,034	859,500
Tobacco, Cigars	lbs. ..	37,904	20,918	32,272	17,028
Wood,					
Bitterwood	tons	2,581	4,573	877	1,571
			4,739,492	..	4,833,322

ORGANIZATION OF PRODUCTION.

Bananas.

93. Apart from freedom from hurricanes or serious wind disturbances the main factors on which the prosperity of the banana industry of the Colony depend are:—

- (1) Continuance of regulated marketing.
- (2) Adequate Disease Control.

The marketing of bananas is controlled by three companies in Jamaica—The United Fruit Co., The Standard Fruit Co., and the Jamaica Banana Producers' Association. Formerly the three companies, the last named of which was a co-operative organization, were engaged in active and damaging competition one with the other. As a result of this competition the co-operative organization, which had but barely got under way was subjected to much adverse criticism, and infidelity on the part of contractors who could not be restrained from selling contracted fruit to another company which was offering a more satisfactory price. Late in 1935 it was found desirable to appoint a commission to investigate the situation. The Commission arrived in Jamaica in January, 1936 and after an intensive and comprehensive survey of the situation submitted their report in May of that year.

94. The suggestions and recommendations embodied in this valuable report were speedily put into operation by the enactment of legislation in 1936, and a ten-year agreement was entered into by the three companies, as a result of which payments based on the actual realised prices are made to growers. The result has been most satisfactory. Fair market prices are now assured to growers at all periods of the year and inter-company competition with its attendant waste has been eliminated.

95. Panama Disease remains the most serious menace to the Banana Industry. Its spread maintains steady progress and necessitates a retreating policy which has so far resulted in no decrease of acreage under bananas but in the utilization of lands less suitable for this crop.

96. Since 1936, *Cercospora* Leaf Spot of Bananas has accentuated the hazards of banana growing in this Colony, exhibiting periodic outbreaks of severe intensity from time to time and occasioning considerable anxiety on the part of planters. It has been demonstrated that efficient control of this disease can be economically attained on level, high producing areas by spraying with copper fungicides. On steep hillsides, where the topography of the land and the frequent scarcity of water make spraying difficult and expensive, the problem is by no means one of easy solution and is now the subject of close enquiry by the interests concerned.

97. From certain preliminary investigations made by the Agricultural Chemist it appears that the nutrient status of soils is not without some influence on the intensity of infection by *Cercospora*.

Research.

98. Efforts to produce a commercial variety of banana immune to Panama Disease have been unremittingly continued by the Botanical Division of the Department of Agriculture. On the advice of the Colonial Advisory Council of Agricultural and Animal Health steps have recently been taken to speed up the work of banana breeding in Jamaica, by providing extended facilities for the operation of the Botanist, and the introduction of new wild varieties from the East. It is an encouraging fact that seedling varieties immune to Panama Disease also exhibit a high degree of resistance to *Cercospora* Leaf Spot

and though the primary object of the investigation is the production of a variety immune to Panama Disease, it is probable that the production of such a variety will simultaneously solve the two important Banana Disease problems.

Sugar:

99. The sugar industry has always held an important place in the Colony's agricultural programme. Recent years have seen a rapid expansion in production due partly to increased acreage as lands become useless for Banana growing, owing to the presence of Panama Disease, but largely also to greater efficiency in field and factory practice. Centralisation, the adoption of chemical control in the factories, the growing of high yielding disease-resistant varieties of cane, the increased use of mechanically propelled implements for tillage and the institution of a factory statistical service all have played their part in the expansion of production.

100. Perhaps the greatest value of the sugar industry of Jamaica as to other countries, lies in its capacity to employ labour. Consumers of sugar within the colony, therefore, contribute largely to the industry, paying a higher price for sugar in the Colony than is paid in England. This local price is controlled by Law, and all sugar liberated on the local market is sold through the Sugar Manufacturers' Association of which all factory owners are members.

101. Considerable expansion of production is still possible, and in view of the great importance of the industry to the Island it was not without misgiving that the Colony became aware of the proposal for international control of sugar produced in 1937.

102. To give effect to the International Sugar Agreement and to facilitate its smooth and equitable operation, Law 43 of 1937 was passed on 29.12.37. The Export quota allotted to Jamaica under this Law was 86,000 tons, but it was found possible to increase this subsequently to 102,600 tons. The Export quota for 1938-39 crop is fixed at 82,400 tons.

103. Since 1933 there has been a steady increase in the percentage of the total cane crop represented by small cane farmers. During the 1937-38 crop there were 5,693 cane farmers registered in accordance with Law 43 of 1937. The proportion of the total cane crop supplied by them was estimated at 25%.

104. The 1937-38 sugar crop constituted a record for the century. Yields of cane per acre were lower than the previous year, but this was largely offset by an increase of the sugar content of the canes. Factory returns indicate an improvement in efficiency of extraction, tons of cane per ton of sugar, averaging 9.92 for the crop as against 10.27 for the 1936-37 crop.

105. In many districts of the Island, small proprietors conduct a remunerative trade in the production of wet sugar for local consumption. The price of this article is largely regulated by the price for Vacuum Pan Sugar and though no statistics of areas cultivated in cane for this purpose are available, however, they must total an appreciable acreage.

Rum:

106. Since the formation of a Rum Pool the Rum industry has found itself on a firmer footing, and sales have maintained a steady increase. From 385,872 gallons, valued at £48,273 in 1933, exports reached a total of 903,812 gallons, valued at £266,051 in 1937. In 1938, 899,821 gallons were exported, valued at £247,892.

Citrus:

107. The introduction of the Citrus Development Scheme in 1933 has provided much stimulus to the development of the citrus industry in the Island. It is now evident that the markets abroad have little need for the unstandardised miscellaneous types of citrus formerly marketed in large quantities and no effort is being spared to encourage and facilitate the replacement of the former semi-wild product with regulated orchards of standardised varieties of citrus.

108. Marked improvement has also taken place in recent years in the handling and marketing of citrus products and gratifying reports have been received from New Zealand, Canada and the United Kingdom on the quality of the fruit and the excellence of the pack.

109. An encouraging feature of the citrus industry has been the recent growth of a good local demand for citrus, especially oranges.

110. The Marketing Division of the Department of Agriculture has succeeded in expanding considerably the trade in limes. Exports have increased considerably and fresh limes unsuitable for shipment for various reasons are utilised for the production of lime oil.

Coconuts:

111. The present position of the coconut industry is largely due to the encouragement of the co-operative system of marketing by the formation of the Jamaica Coconut Producers' Association Ltd., and subsequently the establishment of factories locally for the manufacture of edible oil, soap and stock feed.

112. The importation of edible oils has now been reduced to negligible proportions and the local market itself has reached a point of saturation.

113. Fortunately a profitable outlet for selected whole nuts exists in the United States and to a larger extent in Canada, and during 1938 thirty-three million nuts valued at £84,155 were disposed of in this way.

114. Poor grade nuts are usually converted into copra for local use or for export. Owing to the present saturation of the local market for edible oils, it is inevitable but that the exportation of copra, which has been considerably curtailed (in 1938, 1,666,151 lbs. copra were exported as against 6-10 million lbs. annually during the years 1926-31), will undoubtedly be once more renewed on a large scale.

115. Other avenues of disposal of the Colony's coconut crop are represented by the trade in "Water Coconuts" or raw coconuts for drinking purposes, and the activities of the village oil-boilers who it is estimated are responsible for the annual disposal of approximately 20 million nuts.

Coffee:

116. This crop represents the chief permanent crop of the small settlers of the Colony. There are two main grades of coffee produced:—

(a) The Blue Mountain Coffee, a high priced product which can be grown only in a very limited area in the Colony. Production of this type approximates about 2,500 barrels per year. It is estimated that about two-thirds of this crop is produced by small settlers who sell their crop in the cherry form to well-equipped factories.

(b) Lowland Coffee, production of which is almost entirely confined at present to the small settlers. Some of this crop is sold to large factories in the cherry form but the majority is cured by the

small settlers themselves, the finished product exhibiting considerable variations according to the methods used for preparation, the manner in which these are conducted and the particular districts in which the crop is grown.

117. The industry is at present passing through a period of depression owing to the low prices offered for our coffee which is mostly used for blending purposes.

118. Methods of cultivation are, generally speaking, in great need of improvement, especially in regards to the adoption of anti-erosion measures. The bulk of the crop is grown on steep hillsides under conditions which lend themselves to excessive loss of soil and it cannot be denied that if the settlers could be prevailed upon to adopt suitable measures the yield and quality of crops would be much improved. Present prices are, however, most discouraging.

Pimento:

119. The prosperity of farmers in the parishes of St. Ann and Manchester was at one time almost solely dependent upon the current prices for coffee and pimento. In 1934 a Rust disease became virulent on pimento and was the cause of considerable anxiety and concern. From over 12 million lbs. in 1934 our export trade fell rapidly to under 6 million in 1936. Fortunately the widespread infection that was characteristic of 1934 and 1935 has retreated and gradually but definitely the disease has confined its most virulent attacks to the crops grown in the higher altitudes. Jamaica constitutes at present the sole source of this "All-Spice" of commerce and though the volume of production has been largely curtailed by the disease and individuals have been hard hit, the total value of the export trade in this commodity has very definitely increased.

Tobacco:

120. Tobacco has long been an important minor crop in Jamaica. Owing to improper or imperfect methods of curing, however, the product was very crude and very little of the Island's production found its way into the export market but was almost completely disposed of locally for pipe use in the form of "Donkey-rope." Under the Agricultural Development Scheme a Tobacco Specialist was appointed in 1936 and organized production and marketing of Cigar Leaf Tobacco was soon under way. Financial, advisory and practical assistance to growers by the Tobacco Specialist and his Staff has been a prominent feature of the Scheme. A tobacco conditioning, grading and packing Station was erected in early 1937 and was doubled in size in preparation for the 1937-38 crop. Legislation was introduced further to protect the Industry by insisting that all tobacco for export should be passed through the Station and be subjected to examination by the Tobacco Specialist. The following figures indicate the rapid expansion that has taken place in the marketing:—

In 1937 a total of 61,913 lbs. gross weight tobacco from the 1936-37 crop was delivered to the Station. In 1938 a total of 164,704 lbs. gross weight tobacco from the 1937-38 crop was delivered to the Station.

It is estimated that the 1938-39 crop will approximate 300,000 lbs. which is the present limit of the English market.

121. Attempts are being made to develop a trade in Virginia Tobacco and Jamaica grown samples of this product were exhibited in England during the year, where they received favourable comment. Prospects for the development of this trade seem definitely promising.

MINOR FRUITS AND VEGETABLES.

122. Practical effect was given to the recommendation of the Fruit and Vegetables Conference held in Jamaica 1933 by the establishment early in 1935 of the Low Temperature and Marketing Station for investigating the possibilities of developing an export trade in minor fruit and vegetables. It soon became apparent that the importance of this division of the Department and magnitude of the responsibilities it would have to undertake necessitated considerable expansion and a Marketing Officer has since been appointed with a large and efficient staff and the necessary accommodation.

123. The marketing Division by its activities in the field and by its arrangements for the satisfactory disposal of various products for export has rendered valuable assistance to growers, and considerable shipments of Bombay Mangoes, Limes, Egg-plants, Peppers, Potatoes and other tropical fruit and vegetables have been made through this Station.

Minor Crops:

124. The activities of this Division have recently been expanded to include the regulating the marketing within the Island of minor crops such as corn, potatoes and peas. Growers of these commodities have in the past suffered the disability of being forced to sell their products locally at a time when the market is in a state of temporary glut and prices accordingly low, no organization being available to take off the surplus crop and store it, spreading distribution over a larger period. The activities of the Marketing Division along these lines should prove of great value to growers and at the same time encourage increased consumption of native products. Indeed a market extension in the growing of these food crops was a note-worthy feature of agricultural activities during the latter part of the year.

Nutrition:

125. During the year the Fertilizer Investigation Scheme financed with assistance from the Colonial Development Fund has been inaugurated under the Department of Agriculture. Work is now in progress in four main centres. The main line of investigation has been directed towards the introduction of new varieties of legumes, rice, maize and other food crops, and improved methods of cultivation, in the hope that the cost of production of these commodities by the small settler may be reduced. Special attention is being directed towards the production on an extended scale of leguminous crops so that the local dietary may be improved by a more general consumption of non-imported high protein foods.

126. Other countries have co-operated whole-heartedly in supplying to Jamaica a large number of varieties of pulse, rice and maize, and the yields, food value and field behaviour of these imported varieties are being closely watched for comparison with those of varieties now popular locally.

Livestock Industry:

127. There are large areas in Jamaica which are peculiarly suited to the rearing of livestock. The local market for livestock products is at present only partially explored, and there is little doubt but that considerable expansion is possible in this industry once existing obstacles are overcome. The main obstacle to development has so far

been a lack of adequate facilities for the organized marketing and distribution of livestock products and commercial utilisation of by-products. As a result, year after year has seen a rapid increase in the importation of butter, skimmed-milk and meats, while the pen-keepers of the colony remain in a state of severe financial stringency. Work is due to commence shortly on the erection of a modern slaughter-house in Kingston with a suitable by products plant and possibly a small cannery attached. This step should assist materially in overcoming the chief obstacles to development of the meat industry. The recently concluded agreement with the Nestlé's Anglo-Swiss Milk Products Ltd. under which this Company undertakes to erect and operate a suitable Condensed Milk Factory, should prove of great value to the Livestock Industry in general and to the Dairy Industry in particular.

128. The Colony's export trade in livestock products is confined to the export of goatskins and hides of cattle. Owing to depressed prices for these commodities on the United States and United Kingdom markets the value of this trade declined considerably during the year.

129. At the Hope Stock Farm the demand for breeding stock, especially bull calves, was especially good during the year and a healthy and encouraging interest has been exhibited by pen-keepers generally in improving their herds. Work on the development of a breed of dairy cattle suitable for the Colony has progressed definitely, and animals of the Montgomery-Jersey cross are becoming standardised in type.

130. Particular attention is being devoted by the Department of Agriculture to the study of the most economical rations for various types of livestock with special reference to the possible extended use of locally produced concentrated feeds and the relative values of various fodder grasses.

Forestry:

131. The Forest Law of 1937 making provision for the protection and management of forests has enabled considerable progress to be made in the general organization of the forestry work under the control of the Forest Officer. Rules governing the removal of timber and the registration of timber property marks were drawn up and passed into Law in October, 1938.

132. Eighteen blocks of Crown Lands, totalling 2,412 acres were purchased for Forest Reservation in badly eroded areas of the Blue Mountain and Bull Head Mountain regions. Three of these properties were acquired on behalf of the Water Commission. A further 700 acres of land in the Hope catchment was leased from the War Department and all Water Commission holdings in the catchment areas were taken over for forest management.

Afforestation:

133. Approximately 80 acres of denuded land in the Kingston Water Supply catchments was re-afforested, mainly with local hardwoods and part of the areas planted in 1937 were replanted, where mortality due to unfavourable weather conditions was high. Small areas on the Liguanea Ridge and in the Highgate Water Supply catchment were also afforested.

Timber Licenses:

134. Comprehensive Crown Lands Forest Produce Rules were approved and printed and Forest Guards were put in charge of timber cutting. Royalties increased from under £200 to over £600, and the

market value of timber cut was approximately £6,000. Particular attention was paid to the prevention of overcutting and of the cutting of immature timber.

Production:

135. There is a very considerable local utilisation of hardwoods, particularly in country districts, probably amounting to not less than £100,000 per annum in value. The principal species used include Cedar (*Cedrela odorata*), Mahoe (*Hibiscus elatus*), Bulletwood (*Dipholis nigar*), and Santa Maria (*Calophyllum jacquinii*) amongst others. Exports of "fancy timbers" approximate £2,000 to £3,000 per annum and exports of dyewoods, tans, etc. average £130,000 per year (of which logwood and extracts account for approximately £122,000). Practically all the timber exported come from private lands.

Organization of Production:

136. The supply of timber for local consumption is in the hands of independent small contractors who employ sawyers, etc. Conversion and extraction are done by hand.

CHAPTER VII.

COMMERCE.

137. The total trade of the Colony, £11,517,961, has only been exceeded in 1929, when it was £11,696,186. The year does not show any marked difference over the previous year.

138. The value of imports was £6,485,221, an increase of £346,842 over the previous year. Special importations of sugar machinery of a value of £234,000 largely accounts for this. Rice was an article which showed a marked increase, and flour was also at a high level, the two together accounting for 10.3% in value of the total imports.

139. As regards imports, trade with the Empire declined—the percentage of Empire origin being only 65.6%. The percentage from the United States of America increased to 21.6%. The chief increases in United States of America trade were cotton-piece goods, flour, implements and tools and machinery. Owing to the temporary removal of the Empire preference, petrol and fuel oil were imported from the Dutch West Indies, which accounts for the decrease in trade with Trinidad.

140. The value of exports was £5,032,740, the highest on record. While shipments of bananas were slightly below that of last year, the price was good and this commodity accounted for 59.4% of the total value of exports. Sugar at a low price accounted for 17.5%, Rum 5%, and Pimento 4.2%. Although Coffee exports were considerable, the low price accounted for a value of only £132,907 or 2.7%.

141. As regards exports, trade with the Empire increased, the percentage being 87.1. Exports to the United Kingdom amounted to 59.36% (bananas accounting for 49%), while Canada took 26.67%, the chief item being sugar.

	1934.	1935.	1936.	1937.	1938.
	£	£	£	£	£
Value of Imports (C.I.F.)	4,777,069	5,009,906	5,073,815	6,138,379	6,485,221
Value of Exports and re-Exports (F.O.B.)	3,219,072	3,838,933	3,821,281	4,994,281	5,032,740

IMPORTS.

	1934.	1935.	1936.	1937.	1938.
	%	%	%	%	%
British Empire ..	69.1	71.6	73.0	67.4	65.6
Other Countries	30.9	28.4	27.0	32.6	34.4

PRINCIPAL COUNTRIES.

	1934.	1935.	1936.	1937.	1938.
	%	%	%	%	%
United Kingdom ..	39.2	40.3	38.1	33.7	33.5
Canada ..	15.9	16.3	16.3	14.9	16.1
Trinidad ..	6.2	5.4	5.5	4.8	4.0
India ..	2.3	3.4	4.1	3.8	.9
Burma ..	..	..	..	..	2.9
United States of America	18.3	18.1	16.9	18.1	21.6
Germany ..	1.7	2.0	2.7	3.5	2.9
D. W. I. ..	.4	.8	1.0	2.7	2.5

EXPORTS.

	1934.	1935.	1936.	1937.	1938.
	%	%	%	%	%
British Empire ..	85.93	85.58	85.70	81.70	87.11
Other Countries ..	14.07	14.42	14.30	18.30	12.89

PRINCIPAL COUNTRIES.

	1934.	1935.	1936.	1937.	1938.
	%	%	%	%	%
United Kingdom ..	55.01	56.30	54.30	55.77	59.36
Canada ..	29.59	28.00	29.70	24.74	26.67
United States of America	9.21	8.91	7.19	4.81	3.67
Holland ..	.39	2.43	2.18	7.81	2.80
Germany ..	1.13	.76	2.78	2.80	4.21
France ..	2.06	1.40	1.35	1.83	1.10

IMPORTS, 1937.

Principal Articles.	Unit of Quantity.	United Kingdom.		Canada.		Australia.		Bahamas.		British Guiana.	
		Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.
Class I.	Fish (Dried Salted)	196,190 lbs.	£ 2,327	2,280,145	£ 27,105	..	£ ..	..	£ ..	..	£ ..
	Grains—Flour	36,365 bags	34,530	211,335	243,641	111,791	110,589	..	..	..	..
	Rice	269,469 lbs.	1,264	..	..	..	..	..	..	3,629,743	14,102
	Milk	2,744,842 lbs.	39,008	1,476,178	24,284	..	..	..	..	..	..
Class II.	Coal	25,508 tons	38,133	..	..	..	..	..	..	..	..
	Wood—Douglas Fir, Pitch Pine, White Pine	.. feet	..	354,338	4,259	..	..	1,854,651	18,429	..	..
Class III.	Apparel	.. value	40,632	..	23,150	..	..	..	..	..	..
	Boots and Shoes	.. doz. prs.	108,204	11,903	49,359	..	..	..	..	..	..
	Cotton Piece Goods	.. yds.	325,408	..	..	..	..	..	..	..	..
	Hardware	.. value	96,193	..	18,093	..	..	..	..	..	..
	Motor Cars and Trucks	.. No.	56,756	810	122,166	..	..	..	..	..	..
	Oils—Motor Spirit	.. galls.	..	..	..	..	..	..	..	..	..
	Fuel Oils	.. tons	..	..	..	..	..	..	..	..	..
	Silk Manufactures	.. value	36,012	..	15,089	..	..	..	..	..	..

IMPORTS, 1937.

Principal Articles.	Unit of Quantity.	Hong Kong.		India.		Newfoundland.		Trinidad.	
		Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.
Class I.	Fish (Dried Salted)	14,638	£ 1,046	£ ..	£ ..	12,804,364	£ 157,788	..	£ ..
	Grains—Flour	..	..	..	..	..	..	..	..
	Rice	..	..	36,108,936	155,398	..	..	..	..
	Milk	..	..	..	..	..	..	..	..
Class II.	Coal	..	..	..	..	..	..	..	..
	Wood—Douglas Fir, Pitch Pine, White Pine	..	..	..	..	..	..	..	..
Class III.	Apparel	..	87,281	..	..	..	..	..	..
	Boots and Shoes	97,667	61,151	22,870	12,934	..	..	..	..
	Cotton Piece Goods	174,675	3,394	1,070,782	13,234	..	..	..	..
	Hardware	..	..	..	..	..	..	..	..
	Motor Cars and Trucks	..	..	..	..	..	..	..	..
	Oils—Motor Spirit	..	..	..	..	..	..	5,508,741	105,984
	Fuel Oils	..	..	..	..	..	..	128,826	133,782
	Silk Manufactures	..	17,797	..	..	..	..	..	..

	Principal Articles.	Unit of Quantity.	U. S. A.		D. W. I.		Germany.		Holland.	
			Quantity.	Value, C.I.F. £	Quantity.	Value, C.I.F. £	Quantity.	Value, C.I.F. £	Quantity.	Value, C.I.F. £
Class I.	Fish (Dried Salted)	lbs.	17,089	942	..	£	..	£	..	£
	Grains—Flour	bags	7,600	9,618	..	..	..	..	..	..
	Rice	lbs.	..	..	..	..	..	..	..	..
	Milk	lbs.	..	..	..	..	..	..	4,271,371	49,882
Class II.	Coal	tons	83,160	94,569	..	..	..	..	..	..
	Wood—Douglas Fir, Pitch Pine, White Pine	feet	2,388,250	121,427	..	..	..	..	..	..
Class III.	Apparel	value	..	5,663	..	..	..	..	..	..
	Boots and Shoes	doz. prs.	..	..	..	..	..	..	..	..
	Cotton Piece Goods	yds.	4,237,022	55,145	..	..	..	..	..	..
	Hardware	value	..	48,006	..	..	..	26,287	..	..
	Motor Cars and Trucks	No.	400	63,929	..	..	51	8,266	..	..
	Oils—Motor Spirit	galls.	151,624	5,106	1,833,269	34,065	..	..	..	..
	Fuel Oils	tons	137	456	70,031	126,389	..	..	..	..
	Silk Manufactures	value	..	17,336	..	..	..	7,693	..	..

IMPORTS, 1937.

	Principal Articles.	Unit of Quantity.	Japan.		Other Countries.		Total.	
			Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.
Class I.	Fish (Dried Salted)	lbs.	..	£	2,040	£ 156	15,314,466	189,364
	Grains—Flour	bags	..	..	..	..	367,091	398,379
	Rice	lbs.	..	..	44,206	259	40,052,354	171,023
	Milk	lbs.	..	..	491,879	6,084	8,984,270	119,258
Class II.	Coal	tons	..	..	4,000	4,000	112,668	136,702
	Wood—Douglas Fir, Pitch Fine White Pine	feet	..	..	8,393	93	14,605,632	144,208
Class III.	Apparel	value	..	5,183	..	5,250	..	167,159
	Boots and Shoes	dos. pra.	..	..	2,054	3,670	178,346	235,318
	Cotton Piece Goods	yds.	..	..	675,912	18,731	24,868,199	415,912
	Hardware	value	..	5,889	..	7,707	..	202,175
	Motor Cars and Trucks	No.	..	..	..	..	1,663	251,117
	Oils—Motor Spirit	galls.	..	..	144	26	7,491,778	145,161
	Fuel Oils	tons	..	..	..	..	196,404	260,627
	Silk Manufactures	value	..	23,267	..	47,494	..	164,678

Principal Articles.	Unit of Quantity.	United Kingdom.		Canada.		Australia.		Bahamas.		British Guiana.	
		Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.
CLASS I.	Fish (Dried Salted)	..	£ 109	2,395,871	£ 25,903	..	£ ..	..	£ ..	..	£ ..
	Grains—Flour	..	38,761	288,750	262,726	112,422	111,011	..	..	..	..
	Rice	..	32	..	..	..	..	..	..	966,285	4,268
	Milk	..	1,087,938	1,934,988	33,114	..	..	24	..	..	..
CLASS II	Coal	72,973	83,880	..	..	..	..	..	..	..	..
	Wood—Douglas Fir, Pitch Pine, White Pine	..	..	2,929,078	28,089	..	..	987,515	9,487	..	..
CLASS III.	Apparel	..	33,853	..	24,544	..	..	..	101	..	..
	Boots and Shoes	..	39,089	12,433	48,949	..	..	..	..	..	..
	Cotton Piece Goods	..	12,526,305	5,496	206	..	..	..	..	..	..
	Hardware	..	74,218	..	16,791	..	..	..	..	..	..
	Motor Cars and Trucks	..	309	794	123,633	..	..	..	..	..	..
	Oils—Motor Spirit	..	124	4	4	..	..	..	..	..	..
	Fuel Oils	..	..	..	..	..	..	..	..	..	..
	Silk Manufactures	..	37,160	..	13,708	..	..	..	..	..	..

IMPORTS, 1938.

Principal Articles.	Unit of Quantity.	Burma.		Hong Kong.		India.		Newfoundland.	
		Quantity.	Value, C.I.F. £	Quantity.	Value, C.I.F. £	Quantity.	Value, C.I.F. £	Quantity.	Value, C.I.F. £
Class I.									
Fish (Dried Salted)	lbs.	..	..	8,564	£ 784	..	£ ..	15,799,987	£ 184,173
Grains—Flour	bags	..	..	..	..	..	..	..	..
Rice	lbs.	..	185,277	340	3	541,812	2,432	..	..
Milk	lbs.	..	..	..	..	..	..	..	..
Class II.									
Coal	tons	..	..	..	..	..	..	..	..
Wood—Douglas Fir, Pitch Pine, White Pine	feet	..	..	..	..	..	..	..	..
Class III.									
Apparel	value	..	..	..	42,972	..	34	..	..
Boots and Shoes	dos. prs.	..	..	40,762	29,679	18,777	11,455	..	..
Cotton Piece Goods	yds.	..	..	71,600	1,204	564,640	6,505	..	..
Hardware	value	..	..	..	31	..	..	..	..
Motor Cars and Trucks	No.	..	..	..	..	..	..	..	..
Oils—Motor Spirit	galls.	..	..	..	..	..	..	..	..
Fuel Oils	tons	..	..	..	..	..	..	..	..
Silk Manufactures	value	..	..	..	5,222	..	..	..	..

	Principal Articles.	Unit of Quantity.	Tryalad.		U. S. A.		D. W. I.		Germany.	
			Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.
CLASS I.	Fish (Dried Salted)	lbs.	..	£	27,914	£ 1,076	..	£	..	£
	Grains—Flour	bags	..	..	31,286	39,458	..	..	..	..
	Rice	lbs.	..	..	2,330	9	..	..	..	..
	Milk	lbs.	..	..	138	1	..	..	..	..
CLASS II.	Coal	tons	..	..	70,024	76,331	..	..	..	..
	Wood—Douglas Fir, Pitch Pine, White Pine	feet	..	..	12,146,545	112,611	..	..	..	..
CLASS III.	Apparel	value	..	..	..	7,189	..	..	..	60
	Boots and Shoes	dos. pra.	..	..	154	300	..	..	..	..
	Cotton Piece Goods	yds.	..	..	12,117,470	146,100	..	..	50,281	1,741
	Hardware	value	..	..	..	48,974	..	..	..	23,693
	Motor Cars and Trucks	No.	..	..	322	54,995	..	..	67	9,742
	Oils—Motor Spirit	galls.	4,706,081	86,013	135,768	5,374	3,277,373	54,218	..	..
	Fuel Oils	tons	89,451	121,846	76	256	69,554	102,221	..	..
	Silk Manufactures	value	..	..	..	15,059	..	..	..	4,385

IMPORTS, 1938.

	Principal Articles.	Unit of Quantity.	Holland.		Japan.		Other Countries.		Total.	
			Quantity.	Value, C.I.F. £	Quantity.	Value, C.I.F. £	Quantity.	Value, C.I.F. £	Quantity.	Value, C.I.F. £
Class I.	Fish (Dried Salted)	lbs.	..	..	..	..	1,389	135	18,238,721	212,180
	Grains—Flour	bags	..	..	..	..	..	1	413,631	451,957
	Rice	lbs.	..	..	..	..	679,447	3,187	42,110,876	195,198
	Milk	lbs.	6,471,870	87,107	..	..	404,801	5,752	9,899,759	143,891
Class II.	Coal	tons	..	..	..	..	..	..	142,997	160,211
	Wood—Douglas Fir, Pitch Pine, White Pine	feet	..	..	..	..	..	..	16,063,138	150,187
Class III.	Apparel	value	..	..	..	3,211	..	2,935	..	114,969
	Boots and Shoes	doz. prs.	..	..	..	..	2,578	6,011	113,793	201,942
	Cotton Piece Goods	yds.	41,076	1,804	1,087	70	468,725	11,199	25,846,680	387,790
	Hardware	value	..	193	..	3,324	..	5,536	..	172,760
	Motor Cars and Trucks	No.	..	..	..	..	4	336	1,436	237,352
	Oils—Motor Spirit	galls.	..	..	..	..	..	..	8,118,350	145,632
	Fuel Oils	tons	159,081	224,323
	Silk Manufactures	value	..	12	..	18,157	..	47,639	..	141,342

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Exports, 1937.

Principal Items.	Unit of Quantity.	France.		Germany.		Holland.		Panama.		Other Countries.		Total.	
		Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)
Bananas	stems	..	£ ..	417,363	£ 33,107	3,769,463	£ 360,128	..	£ ..	..	£ ..	26,955,489	£ 2,656,883
Cocoa (Raw)	lbs.	..	..	44,335	437	..	..	..	..	93,575	1,608	4,563,890	77,101
Coconuts	No.	..	..	..	..	..	..	..	..	53,640	234	34,052,640	95,233
Coffee	lbs.	..	..	..	..	..	..	..	..	51,849	1,082	7,575,015	146,019
Grapefruits	No.	..	..	..	..	..	..	..	..	3,200	19	12,847,140	42,313
Oranges	boxes	..	..	..	..	..	..	..	..	183	102	238,955	77,025
Rum	galls.	..	..	153,721	49,195	..	..	..	..	16,568	7,786	903,812	266,051
Sugar	tons	..	..	..	..	..	..	..	..	35	414	95,776	864,579
Spices, Pimento	lbs.	1,710,262	42,293	1,533,378	40,443	390,270	10,044	..	..	653,562	16,181	5,823,589	147,181
Ginger	"	..	..	92,283	2,194	..	..	..	..	62,899	1,536	2,984,772	70,002
Tobacco, Cigars	"	..	..	..	..	..	..	17,348	5,692	8,506	5,750	37,904	20,918
Logwood	tons	15,981	40,287	1,687	3,270	..	..	..	..	30	65	22,059	53,783
Logwood Extracts	cwt.	..	..	..	..	..	..	..	..	1,013	3,686	23,620	77,362

Principal Items.	Unit of Quantity.	United Kingdom.		Australia.		Canada.		Bahamas.		Bermuda.		New Zealand.		U. S. A.	
		Quantity.	Value, (F.O.B.)	Quantity.	Value (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value (F.O.B.)	Quantity.	Value (F.O.B.)	Quantity.	Value (F.O.B.)	Quantity.	Value, (F.O.B.)
Bananas	stems	19,878,308	£ 2,409,705	..	£ ..	2,316,056	£ 320,855	..	£ ..	..	£ ..	..	£ ..	..	£ ..
Cocoa (Raw)	lbs.	98,750	790	..	..	4,858,549	42,945	..	..	..	..	..	..	..	..
Coconuts	No.	3,192,854	8,291	..	..	11,529,650	26,663	1,100	4	1,810	7	..	..	18,601,095	48,963
Coffee	lbs.	279,492	7,609	15,120	408	9,075,762	123,213	24,140	484	..	..	10,408	263	16,575	297
Grapefruits	No.	12,262,520	34,460	..	..	840,050	2,272	120	1	160,670	565	530,250	1,065	..	..
Oranges	boxes	232,579	70,129	..	..	38,172	11,075	..	..	9,104	3,013	46,580	12,556	10	5
Rum	galls.	615,827	126,482	276	192	31,834	14,524	39,500	9,365	1,410	894	950	530	44,777	47,523
Sugar	tons	13,528	108,814	..	..	91,467	750,282	29	302	..	..	..	..	..	..
Spices, Pimento	lbs.	713,851	16,517	97,856	2,416	196,494	4,675	..	..	..	..	25,544	632	869,504	20,343
Ginger	"	1,574,972	27,030	165,552	3,413	274,613	5,154	25	..	..	..	1,122	24	859,000	14,338
Tobacco, Cigars	"	5,597	5,239	..	..	1,169	1,006	730	334	3,805	1,680	200	195	225	168
Logwood	tons	61	123	..	..	..	..	..	..	..	..	..	..	735	1,984
Logwood Extracts	cwt.	14,526	46,619	60	231	..	..	..	..	..	..	6	22	343	1,100

Exports, 1938.

Principal Items.	Unit of Quantity.	France.		Germany.		Holland.		Panama.		Other Countries.		Total.	
		Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)
Bananas	.. stems	..	£ ..	595,912	£ 63,964	1,021,061	£ 122,432	..	£ ..	..	£ ..	23,811,337	£ 2,916,956
Cocoa (Raw)	.. lbs.	22,120	200	122,725	1,140	..	..	..	..	180,340	1,945	5,282,484	47,020
Coconuts	.. No.	..	..	10,000	32	71,500	167	..	..	7,370	28	33,415,379	84,155
Coffee	.. lbs.	..	..	9,940	199	..	..	..	..	31,019	434	9,462,456	132,907
Grapefruits	.. No.	..	..	..	..	19,900	50	..	..	10,100	28	13,823,610	38,441
Oranges	.. boxes	..	..	..	..	..	..	..	..	637	174	327,082	96,952
Rum	.. galls.	2,629	734	144,984	41,328	..	..	703	657	16,931	5,663	899,821	247,892
Sugar	.. tons	..	..	..	..	..	..	..	..	10	102	106,034	859,500
Spices, Pimento	lbs.	1,708,801	39,165	671,851	89,840	484,936	11,976	..	..	907,965	21,506	8,676,801	207,070
Ginger	"	..	..	44,635	765	..	..	..	..	10,654	215	2,930,573	50,939
Tobacco, Cigars	"	..	..	..	..	57	56	15,537	5,149	4,962	3,191	32,272	17,028
Logwood	.. tons	4,962	12,132	..	..	..	..	..	..	..	..	5,758	14,239
Logwood Extracts	cwt.	..	..	..	..	..	..	..	..	755	2,705	15,690	50,677

IMPORTS.

		<u>1934.</u>	<u>1935.</u>	<u>1936.</u>	<u>1937.</u>	<u>1938.</u>
		<u>Value.</u>	<u>Value.</u>	<u>Value.</u>	<u>Value.</u>	<u>Value.</u>
		<u>£</u>	<u>£</u>	<u>£</u>	<u>£</u>	<u>£</u>
Coins—Gold	..	..	..	..	..	3,540
Silver	..	11,270	670	1,516	3,639	51,314
Nickel	..	550	39	..	..	7,500
Bank Notes	..	Not available.				

EXPORTS.

		<u>1934.</u>	<u>1935.</u>	<u>1936.</u>	<u>1937.</u>	<u>1938.</u>
		<u>Value.</u>	<u>Value.</u>	<u>Value.</u>	<u>Value.</u>	<u>Value.</u>
		<u>£</u>	<u>£</u>	<u>£</u>	<u>£</u>	<u>£</u>
Coins—Gold	..	24,416	2,486	4,970	3,096	..
Silver	..	3,311	13,774	7,154	23,858	1,976
Nickel	..	70	100	136	..	400
Bank Notes		Not available.	3,092	2,842	5,920	5,942

TOURIST TRADE.

142. For the calendar year 1938, the numbers of tourist arrivals were as follows:—

Year.		Cruise Tourists.	Stay- overs.	Total.
1938	...	52,782	9,908	62,690

143. It is estimated that for the year, the value of the tourist traffic to the Colony was in excess of £400,000 which, through the usual business channels, was circulated to the benefit of all classes and Government revenues.

144. Jamaica has been steadily increasing in popularity as a winter resort whilst the summer tourist traffic has also increased considerably in recent years. Tourist visitors are mostly drawn from the U.S.A., Great Britain and Canada, in which countries the island is advertised every year through the medium of newspapers and magazines, the distribution of descriptive literature and in a number of other ways. The advertising and publicity activities of the Tourist Trade Development Board, which was formed in the year 1922, have increased in scope—more particularly since legislation in 1935 provided for the collection of Passenger Duty from visitors, which has enabled more money to be expended and the whole cost of the Board's operations to be met out of the collections under such Law.

145. The Board conducts a Tourist Bureau in the capital, Kingston, where visitors are invited to call for free literature, information and advice. The Bureau and office of the Board are housed in a fine building, erected for the purpose in 1936 and situated in Harbour Street—one of the main thoroughfares. The Tourist Board are represented in London by the West India Committee; in Montreal by the Canadian-West Indian League; and in New York they have an office at 230 Park Avenue.

The Government's Road Improvement Programme combined with increased hotel accommodation and amenities for visitors, etc., have all contributed to make increasingly popular the tourist resort of the Island which, in addition to Kingston, include the seaside resorts of Montego Bay, Port Antonio, and smaller coastal towns, as well as the hill resorts such as Mandeville and Moneague and many smaller places situated in the Blue Mountains and other ranges, and the Thermal Mineral Springs at Milk River, in the parish of Clarendon, and at Bath, in the parish of St. Thomas.

146. The encouragement afforded by measures introduced by the Government in the past two or three years—namely, to offer free grants to hotel proprietors who construct new hotels or increase accommodation at existing hotels, and duty free importation of building materials, etc., for such, has resulted in the construction of new hotels and the extension of others.

147. Whilst Jamaica is served by a number of lines which carry passengers and cargo, on regular schedules and by large passenger liners which make short calls in the course of cruises (particularly in the winter season) to the West Indies, there is a distinct need for faster services with greater passenger capacity between northern countries and Jamaica. During the winter season, January-April, 1938, an additional passenger ship service was secured as a result of an Agreement entered into between the Government and the Clarke Steamship Co., Ltd., to

provide for a weekly service between Miami and Jamaica. Provision for an additional air service between the Colony and the U.S.A. was also secured under an Agreement entered into by the Government with the Pan American Airways.

CHAPTER VIII.

LABOUR.

148. In Jamaica, Labour is principally engaged in Agriculture, and in manufacturing and preparing for market, the products of Agriculture. There are only a few small factories manufacturing articles for local consumption, such as Ice, Mineral Water, Beer, Cigars, Cigarettes, Matches, Biscuits, Soap, Edible Oil from Coconuts, etc.

149. For some time there has been unrest among the working classes in Jamaica, due to the problem of unemployment. The population has been steadily increasing, and the outlet, which existed in past years, by emigration to neighbouring countries has ceased. In addition to this, there has been a steady return to the Island of persons who had previously taken up residence abroad. Consequently there is not enough work to go round, and many able-bodied persons are partially or totally unemployed.

150. In March, 1938, the Government appointed a Commission to enquire into and report upon the rates of wages and conditions of employment of field and day labour. Before this Commission could report, serious labour disturbances and strikes occurred. The Commission was, therefore, replaced by a Conciliation Board which did valuable work in settling strikes, etc. The Board also recommended the establishment of a Labour Department.

151. In September, 1938, the Government opened an Unemployment Registration Bureau in the Corporate Area of Kingston and St. Andrew to ascertain the number of unemployed, and subsequently extended its activities to other parishes in the Island. In the meantime remedial measures were undertaken. The road programme of the Public Works Department and the Kingston and St. Andrew Corporation were increased and accelerated. A separate Department was set up to undertake an extensive Land Settlement Scheme to establish small settlers on land; the scheme includes provision for housing and assistance for the provision of tools, seeds, etc. It is proposed in the coming year to establish a Labour Department with a Statistical Bureau.

The International Convention concerning the creation of minimum wage fixing machinery was made applicable to Jamaica by the passing of a Law entitled "The Minimum Wage Law 1938." Under this law the Governor is empowered to fix minimum rates of wages for any occupation in the Island in any case in which he is satisfied that the wages paid are unreasonably low.

The following additional legislation with regard to labour was enacted:—

Law 35 of 1938, a Law to amend the Trade Union Law 1919, (Law 37 of 1919). This law provides, *inter alia*, for the compulsory registration of a Trade Union, peaceful picketing and prevention of intimidation.

Law 36 of 1938, A Law to amend the Shop Assistants Law 1937, (Law 38 of 1937). The Law prohibits the proprietor of a shop from employing a Shop Assistant on Sundays, and imposes certain restrictions as to employment on Public Holidays. It also prohibits a shop from remaining open after 10.00 p.m. on the day immediately preceding

Christmas Day. Under the Law which it amends, a shop was permitted to remain open until midnight on the day in question.

CHAPTER IX.

WAGES AND COST OF LIVING.

152. The following comparative statements are attached, showing the prices of foodstuffs and clothing in 1913-14 as the base (100), with the prices and Index figures for July 1937, and July 1938.

1. Local foodstuffs.
2. Imported foodstuffs
3. Clothing, etc.
4. Miscellaneous articles
5. Summary of Statements 1—4
6. Index Figures for July 1923 to July 1938 inclusive.
and graphs Nos. 1 and 2.

LOCAL FOODSTUFFS.

153. There is an increase of 6.2 units in the Index Figure for this class of commodity over the figure for July 1937. This is due mainly to a rise in the prices of yams, sweet potatoes and cocoas. The usual heaviest season for these, particularly yams, commences in about July, but poor rainfall this year resulted in late harvesting of these crops. This forced up the prices in 1938 over those for the corresponding period in 1937, when these foodstuffs came in earlier and fetched lower prices. Slight decreases are noticeable in the prices of peas and beans, Irish potatoes and coffee beans.

IMPORTED FOODSTUFFS.

154. This statement shows a fall of 3.6 units as compared with the previous year. Reduced prices in 1938 for all the fishstuffs, viz.: codfish, mackerel, salmon (pickled and canned) and alewives contributed largely to this. It has been learnt from many good sources that the chief reason for the drop in the price of fish is that the imports by Spain, where a large quantity of Newfoundland and Canadian codfish usually found a good market, has considerably dwindled. This has had the effect of turning most of her codfish trade into other markets. Another reason is that unprecedented large catches of mackerel, salmon and alewives have kept their prices down. Thus the price of fish generally has been lowered. Prices were also less in 1938 for Irish potatoes and condensed milk. There was, however, an advance in the price of butter (most of which is imported from New Zealand) over July 1937, which has now put it on a level with the price of our native product.

CLOTHING, ETC.

155. There is a decrease of 7.9 units in the Index Figure under this heading, as compared with the figure for July 1937. It will easily be seen that most of the items made of cotton contribute largely to this fall. It is gathered from reliable quarters that there has been in July 1938 a distinct drop in prices for most lines of cotton goods, as compared with prices which obtained in July 1937. Indicated by percentages, prices of cotton from the United Kingdom show a drop of approximately $12\frac{1}{2}\%$ and from U.S.A. from 15% to 20%. This is due, to a great extent, to general trade depression in America and the entering into the cotton market of a new competitor in Brazil.

MISCELLANEOUS ARTICLES.

156. The fall of 1.6 in this statement, is caused chiefly by a lower price in 1938 for boot polish.

SUMMARY OF STATEMENTS 1—4.

157. This statement is a summary of the Index Figures for the foregoing ones, condensed to one average Index Figure for July 1938, thereby comprising all the commodities in common use. Compared with the previous year, a decrease of 2.8 is recorded, that is, 134.6 in July 1938 and 137.4 in July 1937.

158. The Index Figures for each of the years July 1923 to July 1928 are listed in this statement, and illustrated by Graph No. 1. Prices (as indicated by Index Figures) steadily fell from 1928 to 1936, then made a marked upward turn in 1937, but again fell slightly in 1938.

159. Graph No. 2 illustrates in more detail the fluctuation of the Index Figures under each class of goods from 1931 to 1938. It is interesting to note that while prices generally in July 1938 for imported clothing and foodstuffs have kept below those for the previous year, prices for local foodstuffs increased.

TABLE 1.—Comparative Statement of the Prices of Foodstuffs (Local Products) in 1913-14 with Prices and Index Figures for July 1937 and 1938. (1913-14 taken as 100).

Article.	1913-14 Price.	July, 1937.		July, 1938.	
		Price.	Index Figure.	Price.	Index Figure.
Peas & Beans ..	4½d. per qt.	7½d.	167	6d.	133
Crackers ..	¾d. per doz.	¾d.	100	¾d.	100
Bread ..	1-3/5d. per 8 ozs.	2d.	125	2d.	125
Milk ..	6d. per qt.	7d.	117	7d.	117
Yams ..	1d. per lb.	1½d.	150	2d.	200
Butter ..	2/- per lb.	1/6	75	1/6	75
Sugar, B.A. ..	2d. per lb.	3d.	150	3d.	150
Pork ..	6d. per lb.	7½d.	125	7½d.	125
Beef ..	6d. per lb.	5½d.	92	6d.	100
Goat's flesh ..	4½d. per lb.	8½d.	189	9d.	200
Mutton ..	9d. per lb.	1/-	133	1/-	133
Fresh fish ..	6d. per lb.	7½d.	125	9d.	150
Coconuts ..	1½d. each	1½d.	83	1d.	67
Potatoes, Irish ..	1d. per lb.	3d.	300	2½d.	250
Plantains ..	3d. for 4	1½d. (each)	167	1½d. (each)	200
Potatoes, Sweet ..	½ d. per lb.	1d.	200	1½d.	300
Cocoas ..	¾d. per lb.	1d.	133	1½d.	167
Eggs ..	1/6 per doz.	1/4	89	1/4	89
Coffee, Beans ..	6d. per qt.	8½d.	137	6d.	100
Coffee, ground ..	1/3 per lb.	1/-	80	1/-	80
Total ..			2,737		2,861

TABLE 2.—Comparative Statement of the Prices of Foodstuffs (Imported Articles) in 1913-14 with Prices and Index Figures for July, 1937 and 1938. (1913-14 taken as 100).

Article.	1913-14 Price.	July, 1937.		July, 1938.	
		Price.	Index Figure.	Price.	Index Figure.
Flour ..	3d. per lb.	3d.	100	3d.	100
Rice ..	2½d. per lb.	2d.	80	2d.	80
Meal ..	1½d. per lb.	1½d.	120	1½d.	120
Beef, wet salted	9d. per lb.	7d.	78	7d.	78
Pork, wet salted	7½d. per lb.	10d.	133	10d.	133
Cod Fish ..	5d. per lb.	5½d.	105	5d.	100
Potatoes, Irish ..	1½d. per lb.	3d.	200	2½d.	167
Milk, condensed	6d. per tin	5½d.	92	5d.	83
Tea ..	2/6 per lb.	4/-	160	4/-	160
Lard ..	7½d. per lb.	8d.	107	8d.	107
Margarine ..	1/- per lb.	10d.	83	10d.	83
Onions ..	4d. per lb.	3d.	75	3d.	75
Butter ..	1/9 per lb.	1/4	76	1/6	86
Quaker Oats ..	5½d. per pk.	7d.	117	9d.	164
Herring ..	2d. per lb.	3d.	150	3d.	150
Shad ..	2d. per lb.	3½d.	175	3d.	150
Mackerel ..	6d. per lb.	4d.	67	3½d.	58
Salmon (pickled)	7½d. per lb.	10d.	133	9d.	120
Salmon (canned)	9d. per tin	1/-	133	9d.	100
Salt (fine) ..	¾d. per lb.	1d.	133	1d.	133
Cottonseed oil*	1/3 per qt.	1/4	107	1/3	100
Total		..	2,424	..	2,347

Index Figure for this class of article

115.4

111.8

* Prices for 1937 and 1938 are for refined coconut oil.

TABLE 3.—Comparative Statement of the Prices of Clothing, etc., in 1913-14 with Prices and Index Figures for July 1937 and 1938. (1913-14 taken as 100).

Article.	1913-14 Price	July, 1937.		July, 1938.	
		Price.	Index Figure.	Price.	Index Figure.
Khaki Drill ..	6d. per yd.	10½d.	175	1/-	200
Shirts ..	2/6 each	3/6	140	3/6	140
Shirts (common) ..	1/6 each	2/3	150	2/-	133
Tweeds & Serges	12/- per yd.	17/6	146	15/-	125
Collars ..	9d. each	1/-	133	1/-	133
White Drill ..	6d. per yd.	10½d.	175	1/-	200
Hosiery ..	6d. per pr.	10½d.	175	9d.	150
Undervests ..	1/- each	1/3	125	1/-	100
Aertex shirts ..	4/6 ea.	8/9	194	8/9	194
Boots (average)	16/- per pr.	21/-	131	20/-	125
Calico (brown) ..	3d. per yd.	4½d.	150	4½d.	150
Calico (white) ..	4½d. per yd.	7d.	155	6d.	133
Calico (white) ..	6d. per yd.	9d.	150	7½d.	125
Sheeting (cotton)	2/6 per yd.	3/-	120	2/6	100
Drills, Linen ..	2/6 per yd.	5/-	200	4/-	160
Drills, Union ..	3/- per yd.	4/9	158	3/-	100
Handkerchiefs (linen)	1/- each	1/6	150	1/6	150
Handkerchiefs (cotton)	3d. each	6d.	200	6d.	200
Cotton (reels of 400 yds.) ..	3½d. each	6d.	171	6d.	171
Flannelette ..	6d. per yd.	9d.	150	9d.	150
Flannel (Welsh)	9d. per yd.	1/4	178	1/4½	183
Assam suiting ..	1/6 per yd.	2/6	167	2/6	167
Hats (Felt) ..	10/6 each	16/-	153	16/-	153
<i>Tailors' charges for making:</i>					
Jackets ..	16/- each	30/-	188	30/-	188
Pants ..	8/- each	15/-	187	15/-	187
Suits (2-piece) ..	24/-	45/-	188	45/-	188
Total		..	4,209	..	4,005

Index Figure for this class of article

161.9

154

TABLE 4.—Comparative Statement of the Prices of Miscellaneous Articles in 1913-14 with Prices and Index Figures for July 1937 and 1938. (Index Figure 1913-14 taken as 100):

Article.	1913-14 Price	July, 1937.		July, 1938.	
		Price.	Index Figure.	Price.	Index Figure.
Kerosene Oil ..	4d. per qt.	3d.	75	3½d.	88
Soap (Laundry)	9d. per bar	9d.	100	10d.	111
Starch (Laundry)	6d. per qt.	5d.	83	5d.	83
Matches ..	¼d. per box	½d.	200	½d.	200
Boot polish ..	1½d. per tin	2½d.	167	2d.	133
Charcoal ..	1/3 per bag	1/6	120	1/6	120
	Total		745		735

Index Figure for this class of article

124.1

122.5

TABLE 5.—Summary.

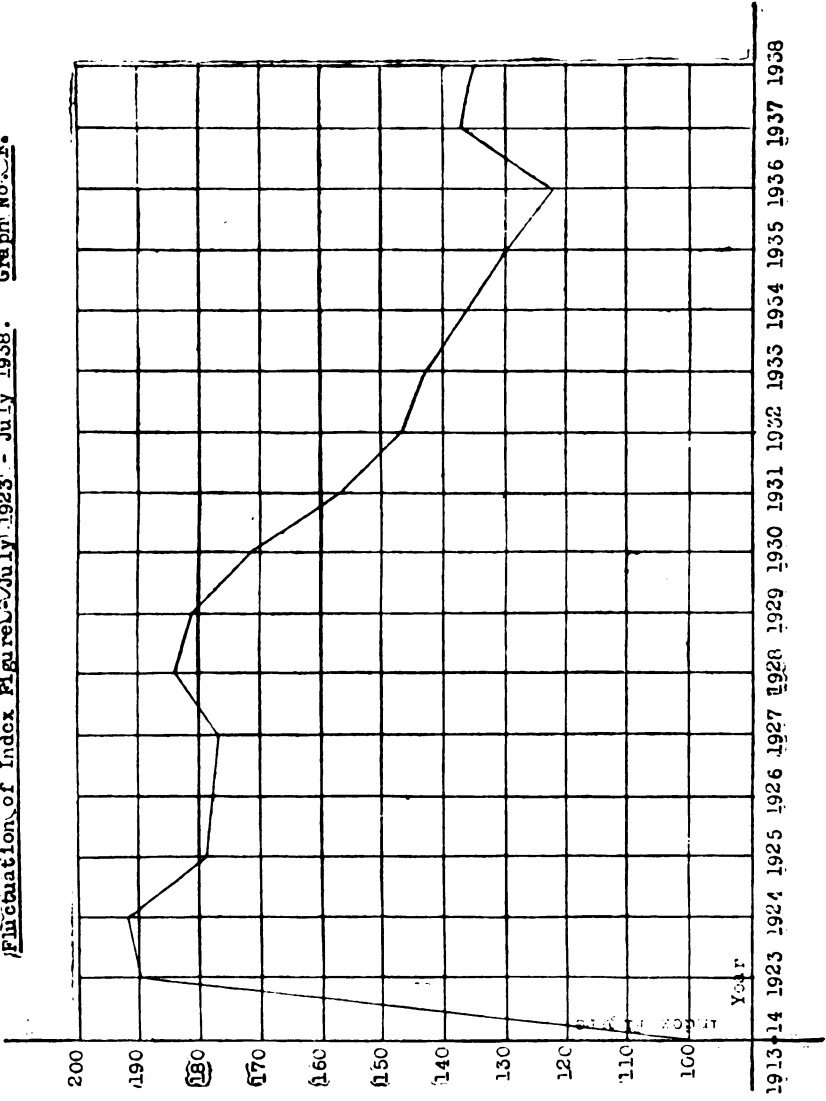
(Index Figure 1913-14 = 100).

Class of Article.	Index figure for class.	July, 1937.	July 1938.	
		Mean Index Figure.	Index figure for class.	Mean Index Figure.
Foodstuffs:				
Local products ..	136.8	..	143.0	
Imported articles ..	115.4	126.1	111.8	127.4
Clothing, etc. ..	..	161.9	..	154.0
Miscellaneous articles ..	..	124.1	..	122.5
Total ..	..	412.1	..	403.9
Average ..	..	137.4	..	134.6

TABLE 6.—Statement showing the Fluctuations of the Index Figure
July 1923–July 1938. (Note 1913-14 = 100).

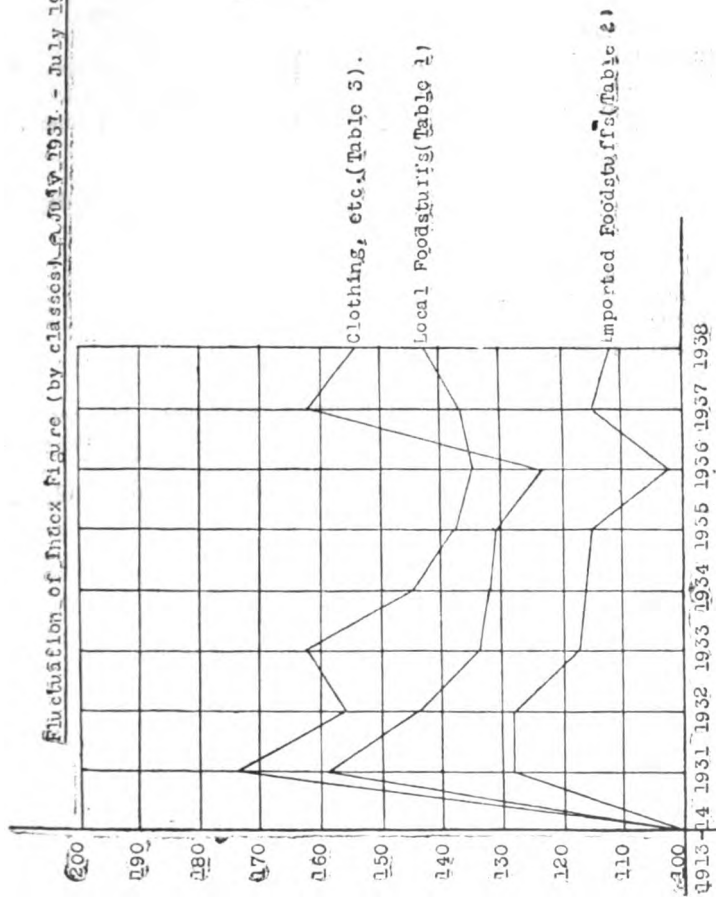
Year.		Index figure.
July, 1923	..	190
1924	..	192
1925	..	179
1926	..	177.5
1927	..	177
1928	..	184
1929	..	181
1930	..	172.5
1931	..	157
1932	..	147
1933	..	143
1934	..	136
1935	..	130
1936	..	121.8
1937	..	137.4
1938	..	134.6

Fluctuation of Index Figure - July 1923 - July 1938. Graph No. 2.



Graph No. 2.

Fluctuation of Index Figure (by classes) July 1931 - July 1938.

Note. No figures available for previous years.

160. Average rates of wages paid to:—

Labourers:

In Government employ:

- | | | |
|---------------|-----|--------------|
| (a) Skilled | ... | 7/- per day. |
| (b) Unskilled | ... | 3/3 per day. |

In private employ:

- | | | |
|----------------------|-----|--------------|
| (a) Male skilled | ... | 6/- per day. |
| (b) Male unskilled | ... | 2/6 per day. |
| (c) Female unskilled | ... | 1/3 per day. |

Factory workers:

- | | | | |
|----------------------|-----|------|---|
| (a) Male skilled | ... | 48/- | } per week of 6 days, 8½ hours per day inclusive of 1 hour for lunch. |
| (b) Male unskilled | ... | 24/- | |
| (c) Female unskilled | ... | 13/6 | |

Shop assistants:

- | | | | |
|-----------|-------|--------------|---|
| (a) Men | | 20/- to 60/- | } per week of 5½ days, 9 hours per day. |
| (b) Women | | 6/- to 45/- | |

Notion Store girls: 10/- to 20/- per week.

Girl office clerks: 15/- to 45/- " "

Pressmen: 45/- " "

Male compositors: 35/- " "

Female compositors: 18/- " "

161. The present rates of pay to Railway employees are set out in the attached list supplied by the Director of the Jamaica Government Railway.

I attach also a list of the staple foodstuffs of the labouring classes in Jamaica.

LIST OF THE STAPLE FOODSTUFFS OF THE
LABOURING CLASSES IN JAMAICA
IN 1938.

Bread	2d. per 8 ounces.
Crackers	$\frac{3}{4}$ d. per dozen.
Peas and Beans	6d. per qt.
Yams	2d. per lb.
Coconuts	1d. each.
Sweet potatoes	$1\frac{1}{2}$ d. per lb.
Cocoas	$1\frac{1}{4}$ d. per lb.
Plantains	$1\frac{1}{2}$ d. each.
Sugar, Brown Albion	3d. per lb.
Flour	3d. per lb.
Rice	2d. per lb.
Meal	$1\frac{1}{2}$ d. per lb.
Codfish	5d. per lb.
Herrings, pickled	3d. per lb.
Alewives, pickled (Shad)	3d. per lb.
Mackerels, pickled	$3\frac{1}{2}$ d. per lb.
Salmon, pickled	9d. per lb.
Onions	3d. per lb.
Beef, wet salted	7d. per lb.
Pork, wet salted	10d. per lb.
Coconut oil	$1\frac{1}{3}$ d. per qt.
Milk, condensed	5d. per tin (approx. 1 lb.)
Beef, fresh	6d. per lb.
Salt, fine	1d. per lb.

JAMAICA GOVERNMENT RAILWAY
RATES OF PAY
 AS LAID DOWN BY THE RAILWAY REGRADING COMMITTEE
 OF 1935
 AND LATER GRADINGS.

				Rate per week.	
				FROM	TO
Clerks—1st grade	...	...	...	85/-	120/-
„ 2nd „	...	...	...	60/-	80/-
„ 3rd „	...	...	...	35/-	60/-
„ 4th „	...	...	...	25/-	35/-
Typists	...	...	...	35/-	50/-
Messengers	...	...	...	14/-	24/-
Draughtsmen—1st grade	...	...	...	110/-	150/-
„ 2nd „	...	...	...	70/-	110/-
Junior Draughtsmen	...	...	...	20/-	50/-
Permanent Way Superintendents—					
„ „ „ 1st grade	...	...	...	110/-	140/-
„ „ „ 2nd grade	...	...	...	70/-	110/-
Learner (ditto)	...	...	...	20/-	50/-
Motor trolley drivers—Grade 1	...	...	...	45/-	60/-
Motor trolley drivers—Grade II	...	...	...	30/-	40/-
Track foremen—Grade 1	...	...	...	50/-	65/-
„ „ „ II	...	...	...	30/-	50/-
Learners—track foremen	...	...	...	20/-	30/-
Gangers Kingston	...	...	...	33/-	36/-
Gangers outstations	...	...	...	27/-	33/-
Secondmen Kingston	...	...	...	27/-	30/-
Secondmen outstations	...	...	...	24/-	27/-
Trackmen Kingston	...	...	...	23/-	26/-
Trackmen Outstations	...	...	...	18/-	23/-
Wharf foremen	...	...	...	60/-	80/-
Foreman Water Fitter	...	...	...	80/-	90/-
Asst. Telegraph and Telephone Inspector	...	...	...	70/-	110/-
Telegraph and Telephone Instrument Repairer	...	...	...	30/-	50/-
Foreman Linesman	...	...	...	30/-	40/-
Air Brake Instructor	...	...	...	105/-	130/-
Draughtsman—Senior (Locomotive Branch)	...	...	...	80/-	120/-
Works Checker	...	...	...	30/-	45/-
Foremen—Grade I	...	...	...	110/-	120/-
„ „ „ II	...	...	...	95/-	110/-
„ „ „ III	...	...	...	80/-	90/-
Shedmen—Day	...	...	...	24/-	27/-
Shedmen—Night	...	...	...	30/-	33/-
Drivers—1st grade	...	...	...	—	120/-
„ 2nd „	...	...	...	—	100/-
„ 3rd „	...	...	...	—	80/-
Firemen—1st grade	...	...	...	—	65/-
„ 2nd „	...	...	...	—	50/-
„ 3rd „	...	...	...	—	40/-
Chargemen	...	...	...	50/-	80/-
„ Labour Gang	...	...	...	—	38/-

Rate per week.
FROM TO

Artizans:

Machinists	}	Grade 1	55/-	70/-
Fitters				
Boilermakers				
Blacksmiths			44/-	54/-
Coppersmiths			32/-	42/-
Moulders	}	Grade 1	60/-	75/-
Examiners Air Brake and				
C. & W.				
Welders			48/-	58/-
Air Brake Fitters			36/-	46/-
Electricians				
Carpenters	}	Grade 1	55/-	65/-
Coal Crane Drivers				
Foundry Furnacemen			46/-	52/-
Truck Fitters			36/-	44/-
Pattern-maker				
Millwright	}		60/-	80/-
Motor trolley mechanic				
Upholsterers	}		36/-	52/-
Painters				
Toolroom Keeper				
Saw-mill machinist			32/-	40/-
Greasers			42/-	50/-
First-aid Attendant	...	...	8/-	24/-
Apprentices	...	...	23/-	26/-
Labourers—semi-skilled (Kingston)	...	...
Including Winchmen, Storemen, Pump-				
men, Linesmen, Watchmen, etc.)				
Labourers—unskilled	...	...	18/-	23/-
(Including Trolleyman (Kingston)				
Pilotmen—Outstations,				
Porters (Kingston) etc.				
Station Inspector	...	...	110/-	140/-
Travelling Ticket Examiner	...	...	50/-	80/-
Asst. Chief Trains Controller	...	...	125/-	150/-
Trains Controllers	...	...	85/-	125/-
Gatemen—(Kingston) Grade 1	...	...	23/-	26/-
" " " II	...	...	18/-	23/-
Checkers	...	...	21/-	30/-
Coach Cleaners	...	...	12/-	15/-
Office Cleaners	...	...	8/-	12/-
Station Masters—1st Grade	...	...	90/-	110/-
" " 2nd "	...	...	65/-	85/-
" " 3rd "	...	...	50/-	60/-
Clerks-in-charge	...	...	35/-	40/-
Relief Station Masters—2nd Grade	...	...	65/-	85/-
Learner clerks	...	...	10/-	25/-
Station clerks	...	...	35/-	50/-
Porters (Kingston)	...	...	18/-	23/-
Porters (Outstations)	...	...	18/-	21/-
Shunters—Grade I	...	...	35/-	50/-

				Rate per week.	
				FROM	TO
Shunters—Grade II	...	...	...	25/-	35/-
Pilotmen (Kingston)	...	...	...	25/-	35/-
Guards—1st grade	...	...	...	60/-	70/-
" 2nd "	...	...	...	40/-	60/-
Brakesmen—1st grade	...	...	...	30/-	35/-
" 2nd "	...	...	...	21/-	30/-
Baggagemen—1st grade	...	...	...	30/-	45/-
" 2nd "	...	...	...	21/-	30/-
Track Gatemen (1/- extra for Sunday work)	...			—	15/-
Track Gatewomen (ditto)	...			—	11/-

Overtime is allowed to the daily paid staff at the rate of time and a quarter for ordinary overtime and Public Holidays, and time and a half for Sunday work.

Drivers and Firemen are given overtime on a specially settled basis.

Station Masters, Trains Controllers, Parcels Office Clerks, Kingston, and Booking Clerks, Kingston, are paid an extra day's pay for working on Sundays and Public Holidays.

Clerical workers do not get overtime pay.

162. The prices shown are averages of prices collected from markets, groceries, families and leading retail dry-goods stores in Kingston. Samples of several articles were actually purchased so as to be better able to arrive at accurate prevailing market prices. Where samples were not procured, enquiries of the prices of such items were made from several retail sellers of the articles so that average prices could be ascertained as near to the correct figure as possible.

163. From information supplied by Collectors of Taxes and Inspectors of Police, the average monthly rental of tenement rooms in towns during July 1938, is from 8/- to 18/- in Kingston and St. Andrew, and in other parishes from 5/- to 10/- or a general average of 10/- per month. Small cottages are let at an average of £3, and larger houses from £6 to £10 per month. There are no appreciable differences between these figures and those for 1937.

164. Servants' wages increased in 1938, ranging from 4/- to 12/- per week. A general rise in wages of the labouring classes is accountable for this.

CHAPTER X.

EDUCATION AND WELFARE INSTITUTIONS.

165. The total Departmental Expenditure on Education for the year 1937-38 was £245,170, an increase of £7,930 on the expenditure for 1936-37.

166. There are four classes of recognized Public Elementary Schools, (a) Voluntary Denominational Schools, (b) Voluntary Undenominational Schools whose only difference from Denominational Schools is that the Manager is not necessarily the owner's representative but is appointed to represent the interests of two or more amalgamated schools, (c) Trust Schools owned by the Ludford Trust and treated for most purposes as Government Schools, and (d) Schools administered by a School Board and known as Government Schools. In practice (a) and (b) are styled Voluntary Schools and (c) and (d) Government

Schools. On 1st April, 1938, there were 159 schools administered by School Boards, 90 of which are owned by the Government while 69 receive a nominal rent. Compulsory attendance is limited to 14 compulsory areas.

167. The total enrolment for the whole Island is 158,418 with an average attendance of 56%, and the total cost of elementary education exclusive of establishment charges for 1937-38 amounted to £208,193.

168. There are in all 664 grant-aided elementary schools. There is also a large number of elementary private schools for which statistics are not available. Six Government Schools were opened during the year. Building grants to the value of £4,000 were made in 1938 for the repair of Denominational Schools and Teachers' Quarters. Many buildings remain, however, in a bad state of repair.

169. The Primary Schools employ about 2,180 teachers, excluding pupil teachers; 58% of these are trained. There are four training colleges, one for men and three for women.

170. The further education of Elementary School children is assisted from general revenue by nine scholarships varying in value from £15 to £40 per annum tenable at Secondary Schools for two to five years and nine special scholarships of £50 per annum tenable for four years in the first instance, awarded annually to children resident in parishes unprovided with Secondary Schools. In addition, every grant-aided Secondary School is required to maintain free places (free tuition only) for at least 20% of its numbers. The distribution and organization of Scholarships for secondary education in all its aspects has been the subject of a detailed report by a special Committee whose recommendations are now under consideration by Government. The award of Vocational Scholarships to mark the centenary of Emancipation is also under consideration.

171. Public assistance for University and Collegiate Education is confined to expenditure for Scholarships. Provision is made annually from Government funds for two Scholarships (one for girls) tenable at British Universities, one Scholarship tenable at the Imperial College of Tropical Agriculture, Trinidad, and one of less value tenable in Jamaica. One Rhodes Scholarship is allocated each year to Jamaica, and in 1938 the Issa Scholarship, tenable at British Universities or Technical Institutions, was inaugurated. At the end of the year a proposal was under consideration by Government to award a University Scholarship annually to ex-elementary school pupils alone in commemoration of the Centenary of Emancipation.

172. The grant-aided and recognized Secondary Schools, twenty-six in number, are under the care of the Jamaica Schools Commission, grants being recommended in accordance with the Annual Reports submitted by the Supervising Inspector of Secondary Schools. The accepted external school examinations are those held by the Cambridge Local Examinations Syndicate, but most girls' schools also prepare for the London University Matriculation Examination, on the results of which the Jamaica Girls' Scholarship is awarded.

173. The Cambridge Local Examination results which were announced during the year, that is, for the December 1937 and the July 1938 examinations, showed that 664 candidates entered for the Junior Certificate of whom 366 or 55% passed, 397 for the School Certificate of whom 224 or 56% passed, and 31 for the Higher School Certificate of whom 19 or 61% passed.

174. The usual Examinations of the University of London were held during 1938. Forty-five candidates sat for the Matriculation

Examination and 28 passed. For the Intermediate Arts there were 9 candidates, 3 of whom passed. Two candidates sat for the Intermediate Laws and both failed; the one candidate for Intermediate Science also failed. In the final Examinations, one candidate successfully sat for the B.A. General and one for the B.A. Honours, the latter being placed in the First Class.

175. Manual Training for Elementary School Boys is provided in Kingston at the Technical School and one other Centre. Similar training is provided elsewhere at Manual Training Centres attached to ten Government Schools.

176. Instruction in Needlecraft is given to all girls. Sewing has recently been reorganized and now occupies an important place in the curriculum. Agricultural Training is given in all schools though the extent of the instruction is in many cases limited by the small amount of land available. Various minor handicrafts, such as hat and rug making and simple carpentry are encouraged. In a few schools Agricultural Home Projects are carried out. This policy is being rapidly developed in conjunction with the Agricultural Society.

177. Further Vocational training is given at Practical Training Centres. The first of these was established in 1936 at Holmwood, Christiana, where a training in Agriculture and Craftsmanship is given to 52 boys. A similar school was opened at Dinthill, Linstead, in April, 1938. The first Practical Training Centre for Girls was opened in 1937; it gives a training in domestic subjects. There are also several private institutions which offer facilities in various branches of vocational training, and many unaided Commercial Schools which give day and evening instruction in literary and commercial subjects. A new system of Scholarships was inaugurated in 1938, providing for education at Practical Training Centres. Further Scholarships enable boys to proceed to the Farm or Technical School or to receive further instruction in trades.

178. The Kingston Technical School, with an enrolment of 305 full-time day students provide training for girls and boys in continuation, commercial, domestic and technical subjects. Students are tested by external examining bodies such as the Royal Society of Arts and the City and Guilds of London Institute. Special courses for elementary school teachers and part-time instruction for the children were also provided. The continued large enrolment (397) in the evening classes is evidence of public recognition of their value. New accommodation for classes in Domestic Science and general subjects has recently been provided at the cost of £3,500.

179. There are nine certified industrial Schools and Orphanages and four uncertified Orphanages. The Government Industrial School for Boys, at Stony Hill, is maintained wholly from Government Funds and is under the supervision of the Director of Prisons. The remaining schools and orphanages are financed partly by the Parochial Boards, partly by the Government and partly by private funds. Admission to an Industrial School is in most cases by Magistrate's order. The Lyndale, Swift and Wortley Homes are primarily for East Indian children. Children may now be detained until 18 years of age in cases where such extension is shown to be desirable in the interest of the child or the community. The Industrial Schools are as a rule well-conducted institutions, but in some instances they lack funds to employ a sufficiently trained staff whether for the class room or for trade instruction.

180. The Government Industrial School has a Board of Visitors appointed by the Governor. The Board meets once in every two months and arranges visits of inspection. The number on Roll on 31st December, 1938 was 330. The School is situated at an elevation of 1,360 feet above sea level and only 9 miles from Kingston. The buildings though old are spacious, well ventilated and cool. There was a section for girls up till 1936, when it was closed and the buildings used for the younger boys.

181. The year under review was marked by a rapid development in the use of educational films, not as lesson aids during school hours, but as a means of widening the outlook of rural school children and adults. Accordingly, the majority of the films used were of the "background" and documentary type.

182. The movement had begun some two years before with the showing of a few educational films at local theatres by Jamaica Theatres Ltd. The Department co-operated in the experiment but it was not repeated. In 1937 the exhibition of silent educational films at rural schools in parishes near to Kingston was proposed by Mr. J. H. Briggs who carried out a programme of visits with the assistance of the Department. This programme was, however, limited in scope by the high cost of films and transport which was barely covered by the low admission charges; indeed, the undertaking has continued only through a grant made from Carnegie Funds.

183. In April, 1938, Jamaica Welfare Ltd., an institution with more adequate financial resources, entered the field in two parishes with an experimental travelling unit. Full use was made of the Department's organization and experience in the selection of films and in the making of various arrangements. The venture has proved successful so far as can be judged at this early date. Plans have been made to extend the project to another parish early in 1939.

184. There is no provision (outside the Public Hospitals) for maintenance in the event of sickness or accident, no help for the aged outside the Poor Relief Law and no insurance against unemployment. Grants were made in 1937-38 of £1,200 to the Child Welfare Association, £75 to the Boy Scouts' Association and £250 to the Salvation Army School for the Blind. With the exception of the last-named Institution there is no provision in the Colony for the education of defective children. A grant of £100 was made to assist in the establishment of a special class for the deaf and dumb.

185. The Bureau of Health Education was established in 1926 to meet the demands of teachers, sanitary inspectors and citizens for authoritative information regarding personal hygiene and the spread and prevention of disease. The main educational work of the Bureau consists in publishing "Jamaica Public Health." This bulletin is used in nearly every school of the Island as a text in hygiene.

Suitable literature is provided on the problems which are being dealt with by the Health Departments of the Island. Assistance is given health workers through the provision of moving picture projectors and films, magic lantern and slides, and material for microscopical demonstrations. Also special leaflets and posters and placards designed for use in schools, at markets and other public places are distributed with the object of spreading information about the more common diseases.

187. Dental Clinics controlled by Parochial Boards are in operation in eleven parishes. In Portland, St. Ann, Trelawny, St. James, Hanover, Clarendon and St. Catherine, a proportion of the cost is borne by the Central Government. A School Medical Officer for Schools

employed by the Kingston and St. Andrew Corporation carried out systematic medical examinations of school children during the year in the parishes of Kingston and St. Andrew. Special attention has again been given to the problem of malnutrition among school children. A private organization continues to provide 500 cooked lunches daily to school children in Kingston at a very low cost. In rural areas schools have been assisted to grow vegetables on a large scale and to use them as a part of a school canteen scheme.

188. The activities of the Institute of Jamaica, founded for the encouragement of Literature, Science and Art, are in the main limited to the Libraries—the General Library containing some 30,000 books, and the West India Reference Library containing some 13,000 works.

189. There are 1,511 Subscribing Members, 986 Affiliated Members, 52 Affiliated Societies, 24 Teachers' Libraries and 142 Juvenile Members, who make use of the General Library. Very many students, as well as tourists and visitors to the Island, consult works in both libraries.

190. In addition to the continual use of the West India Reference Library by Students, both in Jamaica and from abroad, the importance of the research carried on in this department for students and correspondents from abroad must be emphasized. This work is increasing continually, and the value of this possibly less obvious part of the Institute's activities should be adequately appreciated.

191. Practically all of the generous grant made by the Carnegie Corporation of New York to the Institute has now been expended, and a large number of new books will be available for distribution early in 1939.

192. A number of Art Exhibitions were held during the year, and a series of fortnightly lectures was also held.

193. The Musgrave Medal was awarded to Mr. Richardson Wright in recognition of his literary work, particularly in connection with his book "Revels in Jamaica."

194. The number of parties, both of School Children and Adults, who visited the Institute throughout the year is most gratifying. It is hoped that, when the new Museum has been completed, the practical and educational advantages of such visits will be greatly increased.

195. The Associated Board of the Royal Schools of Music, London, held its 31st Annual Examination of candidates in pianoforte, violin, viola and singing.

196. Under the Jamaica Boy Scouts' Association, the latest figures available show 149 Groups actually at work. These groups comprise 134 Scout Troops, 39 Wolf Cub Packs and 40 Rover Crews, numbering 307 Scouters, 1,822 Scouts, 71 Sea Scouts, 307 Cubs, 270 Rover Scouts, 109 Rover Sea Scouts—a total of 2,886. This shows a decrease of 773 in comparison with the total for 1936.

197. His Excellency Sir Arthur Richards is Chief Scout of Jamaica.

198. Under the Girl Guides Local Association there are now 157 Companies at work, including 310 Rangers, 2,182 Guides and 382 Brownies—a total of 2,874.

199. The President is Lady Richards, and the Island Commissioner, Mrs. D. O. Kelly-Lawson.

Cricket is played during the season throughout the Island, at all Secondary Schools and at the majority of Elementary Schools. The Jamaica Cricket Association was formed in 1925, and all the principal clubs in the Island are affiliated to it. It is governed by a Board of Control. Senior and Junior Competitions are held throughout the

Colony, and these conjoined with the visits paid by first class teams from the Mother Country and by West Indian teams to England and Australia have resulted in great strides being made in the game, both as regards keenness and proficiency.

200. Association football is also keenly followed from October to February inclusive. The Competitions under the Jamaica Football Association number eight, including two for Secondary School boys, and the game has now achieved great popularity throughout the Island.

201. Lawn Tennis is played all the year round and is fostered by various Competitions under the Jamaica Lawn Tennis Association which is affiliated to the Lawn Tennis Association of England. As in the case of cricket, the visits of well-known stars have done much to raise the standard of the game throughout the Island.

202. School Sports are held in connection with all Secondary and many Elementary Schools, and Inter-Scholastic Track and Boxing Competitions are arranged for annually.

CHAPTER XI.

COMMUNICATIONS AND TRANSPORT.

203. The following statement shows the volume of shipping during the past five years:—

1933 entered	1,304	vessels of	3,698,330	net tons
1934 “	1,326	“	3,844,127	“
1935 “	1,457	“	4,268,701	“
1936 “	1,464	“	4,520,788	“
1937 “	1,510	“	4,621,300	“
1933 cleared	1,291	“	3,718,880	“
1934 “	1,291	“	3,812,128	“
1935 “	1,406	“	4,225,513	“
1936 “	1,453	“	4,524,460	“
1937 “	1,513	“	4,652,412	“
1938 “	1,390	“	4,242,295	“

204. The following are the principal steamship connections between Jamaica and countries abroad:—

Steamship Line.	Ports of call.	Distance Marine Miles.	Time in transit.	Periodicity of service.
1. Aluminum Line	Bridgetown Port of Spain Georgetown	1146* 1309 1694	8 days 9 days 12 days	Fortnightly (Wednesday)
2. Canadian National Steamship	Belize	665	3 days	Fortnightly (Friday)
3. do. ..	Nassau, Hamilton, Montreal	662 1490 2845	2½ days 6 days 12 days	Fortnightly (Wednesday) for Montreal, calling fort- nightly at Nassau and Bermuda (summer service)
4. do. ..	Nassau, Hamilton, Halifax	2243	10 days	Fortnightly (Tuesday) for Halifax calling fortnightly at Nassau and Bermuda (winter ser- vice)
5. do. ..	Montreal (direct)	2323	12 days	Fortnightly (summer ser- vice)
6. do. ..	Halifax (direct)	1795	9 days	Fortnightly winter service)
7. Elders & Fyffes	Bristol	4097	12½ days	Weekly (Tuesday)
8. Grace Line	Cap-Haitien New York	330 1650	18 hrs. 5 days.	Weekly (Wednesday)
9. Standard Fruit & Steamship Co.	London, etc.	4510	12 days	Fortnightly (Tuesday)
10. do. ..	La Ceiba	615	1 day 16 hrs. }	Weekly (Thursday)

Steamship Line.	Ports of call.	Distance Marine Miles.	Time in transit.	Periodicity of service.
11. United Fruit Co.	New York	1,474	3 days 20 hrs. }	Weekly (Sunday)
12. do. . .	Belize, and Puerto Barrios	670 715	1 day 22 hrs. } 2 days 18 hrs.	Fortnightly (Friday)
13. do. . .	Puerto Colombia,	430	1 day 3 hrs.	Weekly (Sunday)
	Cartagena	510	2 days 11 hrs.	
	Cristobal	791	3 days 18 hrs.	

205. A Comprehensive List of Steamship Lines serving the Colony is as follows:—

British Register.

Jamaica Producer Steamship Co.	Fleet supplemented from time to time by chartered vessels under foreign register.
Canadian National Steamships Royal Mail Line . . .	Joint service with Holland America Line.
Pacific Steam Navigation Co. Elders & Fyffes . . .	Controlled by United Fruit Company—an American corporation
New Zealand Shipping Co. Harrison Line James Norse & Co. Shaw, Saville & Albion Webster Steamship Co. Standard Fruit & Shipping Co.	Has also vessels under Hondurian register Occasional Lumber Tanker Tanker—also charter tankers under foreign register. Cruise passengers occasionally.
Blue Funnel Line Canadian Transport Co. Trinidad Leaseholds Shell Oil Co.	Do. do. do. Do. do. do. Do. do. do. Do. do. do.
Cunard Steamship Co. Blue Star Line . . . Anchor Line . . . Canadian Pacific R.R.S. Co. Furness Bermuda Line Orient Line . . . Commonwealth & Dominion Line	Do. do. do. Do. do. do. Do. do. do. Do. do. do. Do. do. do.

In addition to the above, Messrs. Pickford & Black, a British firm, operate a regular service with chartered vessels of foreign registry.

U. S. A. Register.

United Fruit Co.
 Aluminum Line
 Gulf Pacific Line
 American Pioneer Line
 The United States Line
 Texas Co. *Tanker.*

Grace Line	..	Cruise passengers occasional.
Eastern Steamship Line		Do. do. do.
Clyde Mallory Line	..	Do. do. seldom
Munson Steamship Line		Do. do. do.
The Clarke Steamship Co.		Cruise passengers—operation with chartered vessel of British register.

Swedish Register.

East Asiatic Line

Dutch Register.

Royal Netherland Steamship Co.
 Holland American Line

In conjunction with Royal Mail.

German Register.

Horn Steamship Line
 Hamburg America Line
 North German Lloyd

Cruise passengers occasional.

French Register.

French Line		Do. do. do.
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Italian Register.

Italian Line	..	Do. do. do.
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Polish Register.

Gydia	..	Do. do. do.
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Norwegian Register.

Norwegian American Line		Do. do. do.
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ROADS.

206. The Island possesses a good system of Macadam Roads which are divided into two classes:—

- (a) Main Roads of a total length of 2,458 miles which are maintained out of General Revenue of the Colony.
- (b) Parochial Roads aggregating 4,437 miles of which 2,136 are suitable for light motor traffic and 2,301 miles are unsuitable, being cart or bridle roads. They are maintained by Parochial Boards out of their own funds.

207. During 1938 the main roads were maintained at an approximate cost of £100 per mile. Many of these roads were originally constructed of limestone surfacing without proper foundation and are therefore suitable only for light wheeled traffic. Legislation prohibiting importation and use without special permission of motor vehicles weighing more than 16,000 lbs. laden has been enacted.

208. Generally roads are being gradually improved to cope with the ever increasing demand of Motor Traffic Transport and up to the end of the year under review the mileage of Asphalt treated roads amounted to 284 miles.

209. The Island has been fortunate in the absence of abnormal rainfall or tropical disturbances in adjacent Caribbean areas, which have always been directly responsible for damage to main roads and con-

tingent works. During August to October, heavy rains occurred over the Island incurring damage estimated at £5,000. Restoration works, however, were carried out expeditiously without causing any disruption in traffic, the expenditure being financed from the Roads Maintenance Funds.

210. Restoration works caused through flood rains of October and November 1937, were continued and completed or nearing completion at the end of the year. The amount re-voted, viz. £43,000, of which £41,500 is being spent in Portland, will be a charge against the Colony's Insurance Fund.

211. Under Public Works Extraordinary a programme of New Works on Roads and Bridges, as well as improvements to existing Main Roads and the reconstruction of several structurally weak Bridges, amounting to approximately £62,000 has been undertaken and up to the year under review many of these works were completed or nearing completion.

212. The major items of works being carried out were as follows:—
St. Andrew.

New Road Guava Ridge towards Content.

Reconstruct road towards Gordon Town.

Reconstruct in Asphalt and improve Olivier, Shortwood and Norbrook Roads with short branch towards Cambridge.

Reconstruct and asphalt a section of Long Mountain Road.

St. Thomas.

Road Albion via Easington to Yallahs—Improvement of.

Portland.

New Road, Bangor Ridge to Berwick Spring—Part Constructed.

Extension of Road Chepstowe towards Thompson Gap to Claverty Cottage—Part Constructed.

Foreshore Road Port Antonio.

Portland and St. Mary.

Completion of Road Whitehall to Enfield.

St. Mary.

Dover Bridge—Reconstruction of.

Two Bridges at Water Valley—Reconstruction of.

Bridge Warwick Castle Fording on Rio Nuevo.

St. Ann

Bridge over the White River, reconstruction of.

Pear Tree Bottom Bridge, reconstruction of.

New Road Bohemia to Cascade.

Trelawny.

Rock Spring Bridge—Reconstruction of.

St. James.

Completion of Road Plumb towards Jericho.

Construct Sea Wall on Coast Road.

Retrieve Bridge—Reconstruction of.

Hanover.

Improvement to road, Flower Hill district.

Westmoreland.

Raise Road at Camel Piece and New Hope.

Bridge on Main Road Little London to Negril.

St. Elizabeth.

Aphalting road through Malvern.

Clarendon.

Asphalting main road through Alley.

Protective Works. Hermitage Bridge.

St. Catherine.

Bridge over Calabash Fording—Construct.

213. The programme of Road and Bridge construction Works sanctioned by Loan Law 22 of 1935 is being steadily pushed on.

214. Works allotted under the 1st Instalment have been completed.

215. Allotment of £124,000 covering works provided for under the 2nd Instalment of £600,000 commenced in 1937, were completed with the exception of the following works:—

Portland.

Construction of New Road from Fruitful Vale via Chatsworth to Friendship Hall.

St. Mary.

Increase the span of Haughton River Bridge and raise Road.

216. During the year, a further programme of works was approved, amounting to £120,000 which has been included under the 3rd Instalment of £500,000 to be raised.

217. Surveys, plans and Estimates were carried through expeditiously and up to the end of the year satisfactory progress was made on all works started. The Bridges to be constructed are however being held up awaiting arrival of steel structures indented for.

218. Of the £120,000 referred to above, £90,793 has been allotted for the continuation of the Asphalt Surfacing of Main Arterial Roads commenced under the 1st and 2nd Instalments of the Loan.

219. On Route Kingston to Montego Bay the following sections are in hand:—

St. Ann.

St. Ann's Bay Westward.

Trelawny.

Asphalting at Duncans.

Falmouth to Pillars.

St. James.

Pillars to Montego Bay.

St. Ann and St. Catherine.

Bog Walk to Moneague.

220. On Route Kingston to Port Antonio via Annotto Bay the undermentioned sections are in hand:—

St. Andrew and St. Mary.

To complete section Kingston to Castleton.

St. Mary.

Castleton towards Annotto Bay.

Annotto Bay Eastward.

Portland.

Port Antonio Westward.

221. The programme of Works undertaken under this Law apart from the works provided for improvement to existing Main Roads, had been the means of the opening up of fertile Agricultural Areas for development.

222. The mean rainfall for the Island was 60.00 inches or 13.87 inches below the 60-year average. The mean number of rainy days was 115, the average being 122.

CANALS.

223. There are no navigable Canals in the Island.

MOTOR OMNIBUS TRANSPORT.

224. The Road Traffic Law (Law 41 of 1937) was brought into force on the 1st April, 1938. Under the provisions of the Law the Island has been divided into 5 Licensing Areas, and each Licensing Authority consists of 3 Members. For the purpose of traffic control the Island has been divided into 13 Traffic Areas.

The Traffic Area Authorities control the issue of Certificates of Fitness and Certificates of Competence for vehicles and drivers respectively.

Since the Law came into force there has been a large increase in the number of vehicles carrying passengers for hire or reward, and it is now possible to go by regular transport facilities from Kingston to all the principal and important towns of the Island. There has been no extension of the city services however.

Recently Mr. A. R. Fearnley, Transport Expert, visited the Island and made a survey in connection with the granting of franchise for city services to replace the Tramways when they cease to be operated.

JAMAICA GOVERNMENT RAILWAY.

225. The Jamaica Government Railway (main and branch lines) is $210\frac{1}{2}$ miles in length. It traverses the Island by two main lines:—

(a) Kingston to Montego Bay— $112\frac{3}{4}$ miles.

(b) Spanish Town ($11\frac{3}{4}$ miles from Kingston) to Port Antonio— $63\frac{1}{4}$ miles.

There are branch lines as follows:—

From May Pen junction ($32\frac{1}{4}$ miles from Kingston) to Frankfield—23 miles.

From Bog Walk ($20\frac{1}{2}$ miles from Kingston on the Port Antonio Line) to Ewarton— $8\frac{1}{2}$ miles.

From Linstead ($3\frac{1}{2}$ miles from Bog Walk on the Ewarton Branch Line) to New Works—3 miles. No passenger trains are run over this Branch.

226. The main lines run across high mountains which form the backbone of the Island, to the north coast Port Antonio being the north-east; and Montego Bay north-west of Kingston. The Frankfield and Ewarton lines traverse rich agricultural districts near the centre of the Island. The gauge is $4' 8\frac{1}{2}"$. The maximum gradients are 1 in 30, and the maximum curves 5 chains. The highest point of the Railway is Greenvale on the Montego Bay Line, 1,705 feet above sea level. The highest point on the Port Antonio Line is between Richmond and Troja at 31 miles—905 feet.

227. The Revenue for the year ended 31st December, 1938, was £308,984, and the Expenditure £300,505. There is no Depreciation Fund, but provision is made for a Renewals Fund. The total weight of goods carried during the year under review was 349,796 tons, as compared with 368,838 tons for the year 1937; the number of passengers carried in 1938 was 410,354 as compared with 409,282 in 1937.

228. The Management of the Railway is assisted by an Advisory Board of seven members, consisting of the Director and six others, chiefly local business men, who advise the Government on matters of policy.

229. Since 1925, the work of relaying old 60-lb. rails with 80-lb. rails has been proceeding. 135 miles of 60-lb. rails were in existence. In 1925, 5 miles were relaid, in 1926, 5 miles. In 1927 the sum of

£200,000 was voted so that the relaying could be carried out more expeditiously, and under Law 20 of 1930, a further sum of £32,500 was voted. From 1927 to the end of 1937, the total mileage which has been changed from 60-lb. to 80-lb. rails is 102 miles. No relaying from 60-lb. to 80-lb. rails has been done during 1938. A programme of relaying with 65-lb. rails was also started in 1938 and 3 miles of old 60-lb. rails were relayed with 65-lb. rails in that year.

230. *Passenger Traffic*: The Passenger Traffic during the period continues to reflect an increase in the number of passengers carried due largely to certain reductions in fares. A decrease in Revenue, however, is still observed.

231. *General Merchandise Traffic*: Under this head there has been increased tonnage and also an appreciable increase in Revenue (despite keen road competition) due to reduced rates. The results are considered encouraging.

232. *Banana Traffic*: There has been a decrease in tonnage of 36,147 tons and Revenue £32,035. This is largely the result of the Leaf Spot Disease, which is likely to seriously affect the Banana output in the future. Taking into consideration however, that 1937 was a record year for Bananas, the period under review compares favourably.

233. *General Remarks*: This year marked the most disastrous train accident in the annals of the Railway. Train No. 3, derailed at Oxford Siding near Balaclava, resulting in the death of 35 people and injuring 117—as far as this Department has been able to ascertain. A commission was appointed by Government to enquire into this accident, and a Report was duly made on the 9th September, 1938.

POSTAL AND TELEGRAPHS.

POSTAL.

Inland.

234. There are 301 Post Offices in Jamaica—an average of one office to each 38.28 square kilometers—of which 131 are branches of the Government Savings Bank. (Five more offices are to be opened by the end of the financial year).

235. Of these, 238 have one daily exchange of mails with Kingston, 40 have two exchanges; 14 have three, and 4 have four exchanges; while 5 offices exchange 9 mails weekly with the Head Office.

236. The inland mail services are performed by the Jamaica Government Railway, private contractors, Public Works Department, and Jamaica Public Service Company. The daily mileage covered is as follows:—

Services by Jamaica Government Railway.				756½
Services operated by private contractors.	<i>By Motor Vans</i>	... 1,157		
	<i>By animals</i>	... 27		
	<i>By boat</i>	... 12	1,196	
Services operated by Public Works Department.	<i>By foot-couriers</i>	... 1,676½		
	<i>By animals</i>	... 82	1,758½	
Services by tram car.				66
				<hr/> 3,776½

or a yearly mileage (at 313 working days) of 1,182,122½ miles.

(STEAMSHIP)

Overseas.

237. Mail communications are maintained by steamers of Elders & Fyfe Ltd. with Great Britain; Standard Fruit & Steamship Co., with Great Britain and Republic of Honduras; Jamaica Banana Association with Great Britain and Republic of Honduras; Jamaica Banana Producers Association Steamship Company with Holland (direct letter mail) and Great Britain; United Fruit Company and Grace Line with United States of America, Canada (via New York) and Central America; Canadian National Steamship Ltd. with Canada (parcel-post) and Central America; Pickford and Black with Canada (parcel-post); Aluminum Line with West India Islands; Trinidad Leaseholds Ltd. with Trinidad; Cayman Islands Motor Boat Company with Cayman Islands; and also by sundry cruise ships, chiefly during the winter months.

238. Normally, mails are received from the United States and Canada, and Europe (via New York) on Sundays and Thursdays (or Fridays); and are dispatched on Sundays and Wednesdays for United States, Canada and Europe (via New York); and for Great Britain direct on Tuesdays. Mails for the West India Islands are dispatched and received fortnightly (by Aluminum Line steamers), and occasionally by Trinidad Leaseholds Ltd. steamers. Mails are exchanged with Central America (except Honduras) twice a week, being dispatched on Sundays and Wednesdays and received on the same days. Mail is exchanged weekly with British Honduras and with the Islands of Nassau and Bermuda fortnightly.

Overseas. (By Air).

239.—

UNITED STATES—CUBA—JAMAICA—COLUMBIA—PANAMA.

(Read down)		(Read up)	
Tuesday and Thursday	Saturday	Sunday	Wednesday and Friday
7.15 a.m.	7.15 a.m. leave Miami	arrive 5.10 p.m.	5.10 p.m.
9.10 a.m.	9.10 a.m. arrive Cienfuegos	leave 3.20 p.m.	3.20 p.m.
9.30 a.m.	9.30 a.m. leave Cienfuegos	arrive 3.00 p.m.	3.00 p.m.
12.20 p.m.	12.20 p.m. arrive Kingston	leave 12.00 p.m.	12.00 p.m.
12.40 p.m.	12.25 p.m. leave Kingston	arrive noon	noon
4.30 p.m.	arrive Barranquilla	leave 8.15 a.m.	
	4.55 p.m. arrive Cristobal	leave 7.30 a.m.	

PUERTO RICO—HAITI—DOMINICANA—JAMAICA.

(Read down)	(Read up)
Monday	Tuesday
8.00 a.m. leave San Juan	arrive 2.00 p.m.
9.30 a.m. arrive San Pedro	leave 12.20 p.m.
9.50 a.m. leave San Pedro	arrive 12.05 p.m.
11.20 a.m. arrive Port-au-Prince	leave 10.30 a.m.
11.50 a.m. leave Port-au-Prince	arrive 10.10 a.m.
3.10 p.m. arrive Kingston	leave 6.15 a.m.

240. *Air Mail for Europe and Africa*.—Letters are forwarded by air to New York City to connect with the trans-Atlantic steamers, affording a 7 to 9-day service to the United Kingdom and the Continent, depending upon the speed of the vessels by which forwarded and the timeliness of the connexion in New York.

241. *Air Mail for Australia, etc.*—Letters for Australia, New Zealand, Japan, etc., are forwarded by air to U.S. Pacific exchange post office for transmission by steamer to destinations; and for Australia by way also of the "England-India-Australia" Air Mail Service leaving London three times a week.

242. *Air Mail for Hong Kong and China* is forwarded by air to San Francisco, and thence either by steamer to destinations, or by air to Hong Kong and thence to Canton and Shanghai, etc., by air. The latter provides a 9-day service to Hong Kong, 10-day to Canton, and 11-day to Shanghai.

TELEGRAPH AND TELEPHONE SERVICE.

243. The Government Postal and Telegraph System was inaugurated in 1879 with a complement of 47 offices; at the close of the calendar year 1938, there were 2581-34½ chains of wire and 1630-18½ chains pole miles of telegraph and telephone lines with 58 Telegraph and 153 Telephone offices. Three new Telephone offices were opened and 3 Telegraph offices converted from Telegraph to Telephone.

244. The charge for inland Telegrams is 9d. for the first twelve words and a half-penny for each additional word. Press Telegrams are granted a special rate of approximately half the above charges.

245. An all night, Holiday and Sunday Telegram Service is provided on payment of graduated fees. An optional service of Telegrams conveying Christmas and New Year greetings was inaugurated in 1934 and is rendered yearly. The charge is sixpence for the first twelve words and a half-penny for each additional word.

246. The Jamaica Government Railway Telegraphic Service in connection with which there are 46 offices assist in placing Telegraphic communication within the reach of all. These offices work in collaboration with the Postal Telegraph System and are controlled by the management of the Railway.

Overseas Cables are transferred to and from Messrs. Cable and Wireless being handled over the inland telegraphs.

Broadcasting.

247. No broadcasting station exists on the island. At present approximately 4,000 broadcasting receiving licences are in force and 16 experimental transmitting licences are in existence. Numerous Wireless receiving sets have been established (under Government licence) throughout the Island by persons desirous of receiving programmes broadcast by the Empire, America and other broadcasting stations.

Submarine Cables.

248. Messrs. Cable & Wireless (West Indies) Ltd. operate from Kingston to Turks Island, Bermuda, Barbados and Halifax N.S. At Halifax semi-automate retransmission is provided to Montreal and London providing a virtually direct circuit from Kingston to both places. Direct circuits are also operated to Santiago, Cuba; Havana, Cuba, and New York City also to San Juan and Ponce, Porto Rico.

249. In April 1938, Cable and Wireless, Limited, introduced an "Empire Flat Rate Scheme" whereby telegrams can be exchanged by the public between any one British Empire Country, Dominion,

Colony and Protectorate, and any other at the following rates:—

Ordinary Full Rate Telegrams	...	...	1/3 per word.
Code Telegrams	...	...	10d. per word.
Deferred Telegrams	...	...	7½d. per word.
Letter Telegrams	...	...	5d. per word.

(Min. Charge as for 25 words).

250. It is a condition of the scheme that Senders must route their telegrams "*Via Imperial*" as the former higher rates still apply to messages forwarded by foreign "*Vias*."

251. Still lower rates are to be provided when certain conditions as to the Company's Revenue are fulfilled; a percentage of the profits from telegraph traffic over and above a certain "Standard Revenue" will be applied to a reduction of rates.

Wireless.

252. During 1935 a new station was built at Half-Way Tree to accommodate the Radio Telephone receivers and terminal equipments. The receivers for all services are now located at the Half-Way-Tree Station and the transmitters at Stony Hill. An overseas telephone service was opened to the public during 1936, the connection being through Miami, Florida. This service has been extended to Europe, and ships at sea off Jamaica direct, other ships via New York and San Francisco.

Ship Shore Service.

253. Continuous watch is maintained for ships, and traffic is exchanged on medium and short waves on schedule providing a means of communication up to a distance of 2,000 miles or more from Kingston.

CHAPTER XII.

PUBLIC WORKS.

254. In addition to the construction of New Roads and Bridges, an account of which appears under Chapter XI, the principal activities of the year were:—

PUBLIC WORKS EXTRAORDINARY.

Air conditioning of Appeal Court Room and Chambers of Judges of Appeal.

Alterations to R.M. Court, Sutton Street and provision for additional Court Room for Supreme Court, Government Buildings.

Naval Intelligence Office for Staff.

New Post Office, Retreat.

Post Office Black River including purchase and repairs of premises.

General Penitentiary—Special Repairs.

General Penitentiary—Overhauling machinery, repairs to roof of machine shop and re-roofing drying shed of Brick Works.

Quarters for Inspector of Police, Halfway Tree.

Industrial School, Stony Hill, Teacher's Cottage—special repairs, install Electric lights and Water Supply; erect Blacksmith's shop and Mason's room.

Police Station Bath—Alterations and repairs.

Quarters of Inspector of Police, Port Antonio.

New Police Station, Riversdale.

St. Catherine District Prison—Special Repairs.

- Mental Home—Special Repairs.
- Mental Home—(Male Div.) Enlargement of main Kitchen.
- Mental Home—Enlarge existing accommodation for main Stores.
- V.D. Clinic, Highholborn Street—Alterations and additions to.
- Public General Hospital, Buff Bay—Alterations and improvements.
- King's House—Special repairs.
- Extension to Government Chemical Laboratories, Hope, and equipment.
- Extension to Agricultural Chemist Laboratory, Hope.
- Quarantine Station for Animals.
- Purchase premises and erect Public Works Depot, Pt. Maria.
- Quarters for Superintendent, P.W. Department, Santa Cruz.
- Additional accommodation for Students Grove Place Stud Farm.
- Sewer System to serve Collectorate, Court House and Police Station, Linstead.
- Latrines, Government Buildings, Spanish Town, conversion into water-borne system (1st Instl.)
- Technical School—Additional accommodation.
- New Government School—Lime Tree Garden.
- Construction of New Telegraph and Telephone Lines:—
 - Somerton to Adelphi.
 - Rosehall to Munro.
 - Union to Gayle.
- Aerodrome Palisadoes.

LOAN WORKS.

Public and Municipal Works Loan Law 17 of 1933.

Schedule "A."

255. Works of Improvement to Falmouth Harbour have been completed at a cost of £25,932. Of this amount £19,206 was spent this year, £11,104 of which is to be financed from funds provided for under Other Harbours of Loan Law 22 of 1935.

Loan Law 22 of 1935.

Liabilities totalling £11,098, being amount advanced for the completion of Improvements to Falmouth Harbour, are to be met from 4th Instalment.

Schedule "D."

2nd Instalment.

ELEMENTARY SCHOOLS.

Type plans and Estimates covering the programme of Schools have been prepared. The following Shools were completed:—

- Greenwich Farm.
- Mount Pleasant.
- Exchange.
- Crofts Hill.
- Grateful Hill.
- Bath—Extension.

In addition, satisfactory progress has been made on many others, and in regard to the remaining schools, not yet started, sites have been acquired or negotiations for purchase of sites in hand.

**IMPROVEMENTS TO HOSPITALS AND FOR COMPLETION OF
T.B. HOSPITAL AND SANATORIUM.**

256. New Outpatients' and X-Ray Building, Public General Hospital, Kingston—nearing completion.

New Hospital Alexandria, St. Ann—Work progressing.

New T.B. Hospital and Sanatorium, Hope Pastures,—Work well in hand and it is hoped to complete this work at the end of the Current Financial Year.

T. B. WARDS ATTACHED TO PARISH HOSPITALS.

257. From funds provided under this instalment, the following were the works undertaken:—

T.B. Ward, Port Maria—completed.

T.B. Ward, Sav.-la-Mar—completed.

T.B. Ward, Lucea—completed.

T.B. Ward, Mandeville—completed.

IMPROVEMENT OF SPAS.

Milk River Baths, Improvements:—

Engine House, Lighting and Sanitary Annexes have been completed.

DRAINAGE AND RECLAMATION OF SWAMP LANDS.

258 Swamp Lands at Kingston Pen commenced under 1st Instalment was continued and the Drainage of Warner's Pond completed. The amount allotted under this Instalment was fully expended on these works.

PAROCHIAL WATER SUPPLIES.

259. The following works have been undertaken by the Public Works Department:—

Lucea Water Supply	completed.
May Pen	„
Chapelton	„
Montego Bay	„
Buff Bay	„ nearing completion
Morant Bay	„ work progressing
Brompton	„

3RD INSTALMENT.

ELEMENTARY SCHOOLS AND TEACHERS' COTTAGES.

260. The allotment of £28,300 under this Instalment will be used to complete the programme of works commenced under the 2nd Instalment.

**IMPROVEMENTS TO HOSPITALS AND FOR THE CONSTRUCTION OF
T.B. HOSPITAL AND SANATORIUM.**

261. The greater portion of the allotment of £51,900 will be used to cover works commenced under the 2nd Instalment.

OTHER BUILDINGS.

262. New Post Office at Ipswich in hand.

RECLAMATION OF SWAMP LANDS.

263. The following works are in hand:—

Swamp Reclamation—Kingston Pen.

Hope Bay—Drainage.

The drainage scheme for Area westward of Duhaney River commenced; was, however, deferred and the allotment transferred to Kingston Pen Swamp Reclamation Work.

OTHER WORKS UNDERTAKEN.

264. Hut Blue Mountain Peak.

New Building Government Savings Bank.

Office for Commissioner of Land Settlement.

265. The duties of the Public Works Department include the following:—

- (a) The making, repairing, deviating, maintaining and managing of all main roads—Law 33 of 1931.
- (b) The erection and maintenance of all Public Buildings—Law 16 of 1868.
- (c) The care and management of all Lighthouses,—Law 8 of 1900.
- (d) The laying out, construction and maintenance of all Government Telegraph and Telephone Lines,—Law 1 of 1879.
- (e) The management and control of the Rio Cobre Irrigation Works—Law 27 of 1872.
- (f) The management and control of the Spanish Town Water Works,—Law 16 of 1877. And the construction, enlargement, improvement, repairs, management and control of any other Water Works, at the request of a Parochial Board and authorized by the Governor—Laws 28 of 1889, and 19 of 1900.
- (g) The carrying out of all undertakings, the funds of which are provided by General Revenue or by Loans, and the design and carrying out of all important works, the funds of which are provided by parochial Revenue or by the Loans or Grants to Parochial Boards.
- (h) The Director of Public Works is the chief adviser of the Government in regard to all matters involving structural work of any kind or the use of machinery, and is charged with the preparation of studies, designs, specification and estimates for all such undertakings, and for the construction of the works when authorized.
- (i) The Director of Public Works has statutory powers under the Electric Lighting Law, the Telephone Law, the Tramway Law, and the Motor Vehicle Law. He is the Tribunal of Appeal under the Kingston Building Law, (24 of 1907) and is ex-officio a Trustee of the Titchfield Property, a member of the Board of Management of the Milk River Baths (Law 30 of 1927) and Chairman, Island Traffic Authority (Law 41 of 1937).

CHAPTER XIII.

JUSTICE AND POLICE.

266. The Courts of the Island are as follows:—

The Supreme Court.

The Resident Magistrate's Court.

The Petty Sessions Court.

The Coroner's Court.

The Supreme Court consists of the following:—

The Supreme Court with jurisdiction in civil matters over £100.

The Circuit Court with jurisdiction in indictable offences beyond the jurisdiction of Resident Magistrates. Appeals from Petty Sessions are also heard by the Judge of the Circuit Court.

The Court of Appeal which hears appeals from the Supreme Court (civil and criminal) the Resident Magistrate's Court (civil and criminal) also appeals from the Cayman Islands in civil and criminal matters and from the Turks and Caicos Islands in criminal matters only.

There are four Judges of the Supreme Court, namely, a Chief Justice, a Judge of the Court of Appeal and two Justices of the High Court.

267. The Resident Magistrate's Court has jurisdiction in civil and criminal matters—

(a) In civil matters where the amount claimed does not exceed £100.

(b) In criminal matters as set out in Section 270 of Law 39 of 1927.

There is also a summary jurisdiction given to Resident Magistrates by statute.

The Petty Sessions Court is generally presided over by Justices of the Peace or by the Resident Magistrate of the parish who has the jurisdiction of two Justices of the Peace. The Court deals with minor offences.

There are fifteen Resident Magistrates in the Island, and an Assistant Resident Magistrate for the parish of Kingston.

The Coroner's Court is presided over by the Resident Magistrate of the parish with a jury.

POLICE.

268. In 1866 it was considered necessary to abolish the old Police Force dating from 1834, and a Law was passed (No. 8 of 1867), establishing a new and improved Constabulary Force. This latter Law was repealed in 1935 and Law 27 of 1935, "The Jamaica Constabulary Force Consolidation and Amendment Law, 1935" brought into effect.

269. The present authorized strength of the Force is 25 Officers and 1,182 Sub-Officers and Constables. No person shall be eligible for admission into the Jamaica Constabulary unless he can produce a Certificate of Character from a Magistrate or other gentleman of position and can pass a satisfactory Medical Examination. He must not be less than 5 ft. 8 ins. in height and 33 ins. round the chest; not less than nineteen or more than thirty years of age, and be able to read without hesitation any printed or written document and to write a fair hand.

270. Every Constable is enrolled for five years (the first six months being on probation) and is bound to serve and reside in any place to which he may be appointed—his native parish and the parish with which he may be connected by marriage or family ties not being one of the districts to which he may be sent.

271. Members of the Force are trained on semi-military lines and perform the duties appertaining to the Office of Constables. There are a separate Criminal Investigation Department and a Water Police Branch, recruited from the Regular Force. There is also a District Constabulary Force, for the purpose of connecting the main Police system with the remote parts of the Island. The members are drawn from the better class small settlers, and act as auxiliaries to the Regular Force.

PRISONS.

General Penitentiary.

272. This is for convicted male prisoners with sentences exceeding six months, European prisoners and prisoners remanded by the Courts of Kingstor and St. Andrew. There is separate cell accommodation for 720 prisoners; a further 150 can be housed in association by using the Chapel, and 32 in Hospital Wards. The Remand prisoners are kept separate from convicted prisoners in a section of the Prison that has been fitted for their exclusive use and contains a range of 78 cells, usual sanitary and other offices and exercise ground shaded by mango trees.

St. Catherine District Prison, Spanish Town.

273. For male prisoners awaiting trial, debtors, prisoners awaiting sentence of death, and convicted male prisoners with sentences not exceeding 6 months. There is separate cell accommodation for 512, association rooms including the Chapel for 306, and Hospital Wards for 40.

Juvenile Adult Prison, Spanish Town.

274. For selected male prisoners between the ages of 16 and 21. Maximum accommodation for 66.

Female's Prison, Kingston.

275. For all women prisoners. Separate cell accommodation for 198; Hospital Wards for 15.

276. In adult prisons, first offenders are located and work apart from the more hardened criminals.

277. At the Juvenile Adult Prison, special rules and conditions prevail which include progressive grades, each grade having its special privileges. There is physical drill daily, and among other privileges which may be earned are games, and meals in association. Any boy proving to be a bad influence is reverted to a Juvenile party of the Adult Prison. Any young prisoners not selected for the Juvenile Adult Prison are located and work apart from adults in the ordinary prisons. Suitable boys are taught the citrus industry by members of the Department of Agriculture, and many have, in consequence, been placed in good posts.

278. In the Female's Prison satisfactory classification is not possible as there are only three forms of labour, i.e., washing (mostly for the Public Hospital), ironing and a small amount of sewing. This is particularly unfortunate because so many young girls of 14 to 18 are sent to Prison with short sentences, often on a first conviction. Well behaved women prisoners serving long sentences are allowed to join a sewing class which is conducted by a Committee of Ladies under the leadership of Miss Marvin of the Deaconess Home. Periodically, sales of their work are held, to which interested ladies are invited. The proceeds enable the class to be self-supporting and leave a balance which is paid to its members when they are discharged, the amount being decided upon by the Committee and based on progress made and work done.

Education. General Penitentiary.

279. The Schoolmaster, assisted by a Warder who is an ex-teacher, conduct classes each evening from 5—6.45 p.m. The instructions given are of an elementary nature and aim at raising prisoners to the average standard of literacy of the section of the community to which

they will return. The average number under instruction each night has been 50. Talks on varied subjects form part of the instruction given.

St. Catherine District Prison.

The Juvenile Adults receive elementary instruction from a Warder who was a qualified School Teacher and who is under the guidance of the Chaplain. In addition to ordinary class-room subjects, talks on varied subjects are given.

Health and Sanitation.

280. The health of the prisoners has been remarkably good. All parts of every prison are frequently inspected by the Medical Officers who render quarterly reports which indicate that the standard of sanitation is highly satisfactory.

BRIEF STATISTICS.

281. AVERAGE DAILY POPULATION.

		1936	1937	1938
General Penitentiary	...	596	564	623
St. Catherine District Prison	...	558	514	468
Female Prison	...	58	55	54
Juvenile Adult Prison	...	37	49	41
		1,249	1,182	1,186

1934—1,223; 1935—1,161.

Number in Custody—		31.12.37.	31.12.38.
General Penitentiary	...	640	654
St. Catherine District Prison	...	592	491
		1,232	1,145

1934—1,115; 1935—1,203; 1936—1,272.

Expenditure	...	£40,154 19s. 7d.	£46,123 10s. 7d.
Revenue	...	9,447 8s. 9d.	8,941 7s. 6d.
Materials supplied other Departments free	...	89 15s. 0d.	—
Cost of Prisons	...	£30,617 15s. 10d.	£37,182 3s. 1d.
Cost per prisoner per annum		£25 18s. 1d.	£31 7s. 0d.

282. The increase in expenditure is mainly due to increases of pay granted to all grades of subordinate officers and to resumption of brick-making which involved additional temporary staff and the purchasing of a considerable quantity of fuel.

283. Orders have been received for bricks, but have not yet been supplied, so Revenue has not benefited up to 31.12.38.

Value of Prison manufactures and farm products used in Prison:

	1937	1938
	£2,666 8s. 1d.	£1,871 7s. 4d.

The decline in the value of Prison manufactures and farm products used in Prison is due to:—

(1) A cessation of work at the farms and quarries of both Prisons during periods of labour unrest.

(2) A change of diet scale which resulted in the use of less home grown vegetables, etc.

(3) The reserve-stock of clothing for prisoners at General Penitentiary issued and not replaced.

(4) Excessive theft of produce from Kingston Pen Farm.

284. The average daily population for the past 10 years is 1,217, and in view of the amount of unemployment that exists in the Colony and the large increase in the population by repatriation during that period, it is very satisfactory to find the average daily population for 1938 below the ten-year average to the extent of 31.

CHAPTER XIV.

LEGISLATION.

285. Forty Laws were passed during the year 1938.

286. The following is a brief summary of those which may be considered of interest :

Law 7 of 1938.—“A Law to Substitute the name ‘Mental Hospital’ for the name ‘Lunatic Asylum’ and to Amend the Laws relating to the said Institution.”

The Law was motived by representations made by the Director of Medical Services and the Senior Medical Officer, Lunatic Asylum. It made, *inter alia* the following substantial amendments to the Lunacy Laws :—

- (a) Changes the name of Lunatic Asylum to Mental Hospital, and amends the relevant Laws in order to render effective the proposed change of name;
- (b) Provides for the reception in the Mental Hospital of private patients on—
 - (i) a reception order, and
 - (ii) an urgency order,
 and provides effective safeguards for the protection of such patients.
- (c) Provides for reception into the Mental Hospital of voluntary Boarders, and effective safeguards for the protection of such patients.

287. Law 9 of 1938.—“A Law to make exception provision for the Protection of the Community in cases of Emergency.”

The Law was introduced and passed during the disturbances which commenced on the 23rd May, 1938. It gives the Governor power to declare, by Proclamation, that a state of Emergency exists, if at any time it appears to him that any action has been taken or is immediately threatened by any person or body of persons of such a nature as to be calculated to affect the securing of the essentials of life to the community, or as may interfere with good order and the preservation of peace. The Law further gives the Governor in Privy Council power to make Regulations for ensuring that the essentials of life shall be available to the community. It requires such Regulations to be placed before the Legislative Council as soon as may be after they

are made, and provides that they shall not continue in force after the expiration of seven days from the time that they are so laid, unless a Resolution is passed by the Legislative Council providing for the continuance thereof. The Law contains a further provision that it shall only continue in force until and including the 31st December, 1938.

288. Law 11 of 1938.—“A Law to amend further the Match Excise Duty Law, 1934 (Law 25 of 1934).”

Law 15 of 1938.—“A Law to amend the Income Tax Law, 1919 (Law 24 of 1919).”

Law 16 of 1938.—“A Law to amend further the Tariff Laws.”

Law 17 of 1938.—“A Law to amend the Brewers Licenses Law, 1896 and the Brewers Licenses Law, 1896, Amendments Law, 1899.”

Law 18 of 1938.—“A Law to amend the Rum Duty Laws, 1878 to 1931.”

Law 21 of 1938.—“A Law to impose a duty on Entertainments to which the public are admitted for payment.”

The abovementioned Laws were enacted in order to provide additional revenue to meet substantial increases in wages of labourers employed by the Public Works Department and other Government employees, interest and sinking fund in connection with the raising of the loan of £778,000 for Land Settlement Schemes, an All-Island Telephone Scheme, the construction of and improvements to Parochial Hospitals, construction of a Court House at Half-Way Tree and an addition to the present building of the Institute of Jamaica.

289. Law 22 of 1938.—“A Law for raising the necessary money for Land Settlement and other purposes.”

The Law authorises the Governor to raise by the issue of a loan either at one time or by instalments a sum of £778,000 divided as follows:—

(a) £650,000 for Land Settlement Schemes and matters connected therewith.

(b) £75,000 for an All-Island Telephone Scheme.

(c) £31,000 for the construction of and improvements to Parochial Hospitals.

(d) £12,000 for the construction of a Court House at Halfway Tree.

(e) £1,000 for an additional building at the Institute of Jamaica.

290. Law 23 of 1938.—“A Law to Amend the Law Relating to Divorce.”

The Law marks a definite advance in social legislation in Jamaica. It provides, *inter alia*—

(a) additional grounds for divorce in that it enables a petition for divorce to be presented by either party to the marriage on the grounds of—

(i) desertion for a period of three years immediately preceding the presentment of the petition;

(ii) cruelty;

(iii) unsoundness of mind which has endured under treatment for a period of five years immediately preceding the presentment of the petition;

(b) preserves the right of the wife to present a petition for divorce on the ground that her husband, since the celebration of the marriage, has been guilty of certain unnatural offences.

(c) permits the presentment of a petition for judicial separation on any ground for which a decree for divorce "*A mensa et thoro*" might have been pronounced in England immediately before the commencement of The Matrimonial Causes Act, 1857.

(d) provides, *inter alia*, the following further grounds for a decree of nullity of marriage—

- (i) wilful refusal of the respondent to consummate the marriage;
- (ii) mental defectiveness of the respondent at the time of the marriage or that he was subject to recurrent fits of insanity or epilepsy;

(e) enables the party against whom the Decree Nisi has been granted to apply to the Court to make the Decree Absolute in cases where the party in whose favour the Decree was made neglects to make the Application.

(f) enables the Court to presume, on a Petition presented for that purpose, death of either party to the marriage if for seven years or upwards that party has been continuously absent from the petitioner, and the petitioner has no reason to believe that the party whose death is sought to be presumed has been living within that time.

291. Law 24 of 1938.—"A Law to make Better Provision for the Defence of Poor Persons Charged with any Capital Offence."

The Law makes provision for legal aid to poor prisoners charged with any capital offence—

- (1) before an investigating Magistrate.
- (2) before a Court of trial, and where sentence of death is pronounced by the Court of Trial for free legal aid to the convicted person to advise him as to whether he has any grounds for appeal or for an application for leave to appeal and for drafting of all necessary documents where the convicted person appeals or applies for leave to appeal.

The Law further makes provision that an application for leave to appeal in such cases shall be heard in open Court and by the two Judges of the Court of Appeal, instead of, as hitherto, by one Judge in Chambers.

292. Law 29 of 1938.—"A Law to amend the Agricultural Loan Societies Law, 1912 (Law 6 of 1912)."

The Law is a considerable advance on prior legislation. It provides, *inter alia*,—

- (a) that Societies may borrow from the Board an amount not exceeding two-thirds of their share capital or the total amount of their paid up capital or such an amount as the Governor in Privy Council may approve. Under previous legislation all they could borrow was up to two-thirds of their share capital;
- (b) permits the Board to make loans not exceeding a sum of £500 to an Agricultural Loan Society;
- (c) enables a Society to make loans to individual shareholders to an amount in excess of £200 on such terms and conditions as the Board may approve.

293. Law 30 of 1938.—"A Law to Amend the Sugar Industry Control Law, 1937 (Law 43 of 1937)."

Under Law 43 of 1937 Reserve Sugar was controlled on a basis of compulsory and strictly proportionate quotas. The Law releases Reserve Sugar from the strict control mentioned, and enables

factories to produce what Reserve Sugar the canes they grow and buy will permit, so long as the aggregate of their reserve does not exceed the quantity fixed. It also fixed the basis on which Cane Farmers are to be licensed on a more practical and equitable footing than was provided for by the Law which it amends. The Law further provides that persons acquiring by purchase, lease, operation of Law or otherwise, cane cultivations from a Registered Cane Farmer may, upon registration, be licensed.

294.—Law 31 of 1938.—“A Law to make provision for the Fixing of Minimum Wages.”

The Law enables the Governor in Privy Council to fix minimum rates of wages for any occupation in the Island either generally or in any specified area, place or district, in any case in which he is satisfied that the wages being paid to any person employed in any such occupation are unreasonably low.

295. Law 35 of 1938.—“A Law to amend the Trade Union Law 1919 (Law 37 of 1919).”

The Law provides for the compulsory registration of Trade Unions. It repeals the definition of “Trade Union” contained in the Law that it amends and substitutes a new definition which incorporates amendments introduced by the Trade Union Act, Amendment Act 1876 (Imperial) and the Trade Union Act 1913 (Imperial). The Law also contains provisions with respect to peaceful picketing, and provisions with respect to the prevention of intimidation. It also affords to Trade Unions in Jamaica the same protection with respect to actions of tort which is afforded to similar bodies in England.

296. Law 37 of 1938.—A Law for Raising the Necessary Money for Public Works and other Purposes.”

The Law enables the Governor to raise by the issue of a loan, either at one time or by instalments, as may be convenient, the sum of £500,000 sterling, and such further sums as may be necessary to defray the expenses of issue, for the following purposes:—

- (1) £110,000 for the extension of hospital facilities in the several Parishes of the Island;
- (2) £70,000 for a new Legislative Council building;
- (3) £150,000 for re-loan by Government to the Kingston and St. Andrew Corporation to be used as follows:—
 - (a) £105,000 for street and road re-construction and gully improvements within the Corporate Area;
 - (b) £8,000 for a new Council Chamber, Offices and Stores;
 - (c) £15,000 to meet increased expenditure on new Fire Station;
 - (d) To repay Government advances totalling £12,000 being £8,000 advanced in connection with rural Water Supplies, and £4,000 in connection with improvements to Bournemouth Bath;
 - (e) £4,000 for a new Tuberculosis Ward at the Corporation Poor House;
 - (f) £6,000 for repairs to the Kingston and St. Andrew Corporation Poor House and Maxfield Park.
- (4) £70,000 for re-loan by Government to the Water Commission for improvements and extension of sewerage works within the Corporate Area;
- (5) £100,000 for re-loan by Government to the several Parochial Boards in the Island to be utilised in Parochial improvement schemes.

297. Law 40 of 1938.—“A Law to Amend Further the Tariff Laws.”

The Law gives effect to the Trade Agreement between His Majesty's Government and the United States of America, in so far as such Agreement affects Jamaica.

CHAPTER XV.

BANKING, CURRENCY, WEIGHTS AND MEASURES.

298. The Commercial Banks doing business in Jamaica are Barclays Bank, Dominion Colonial and Overseas (formerly the Colonial Bank), The Bank of Nova Scotia, The Royal Bank of Canada and the Canadian Bank of Commerce.

299. The value of the local notes of each Bank outstanding at 31st December, 1938, was as follows:—

Barclays Bank, Dominion Colonial and Overseas (formerly the Colonial Bank)	£132,327
Bank of Nova Scotia	£166,352
Royal Bank of Canada	£50,643
Canadian Bank of Commerce	£14,640

300. The Banks all have their principal offices for the Island in Kingston.

Barclays Bank has branches at Annotto Bay, Falmouth, Lucea, Montego Bay, Morant Bay, Port Antonio, Port Maria, Savanna-la-Mar and St. Ann's Bay.

The Bank of Nova Scotia has branches at Black River, Christiana, Brown's Town, Mandeville, May Pen, Montego Bay, Morant Bay, Port Antonio, Port Maria, St. Ann's Bay, Savanna-la-Mar and Spanish Town.

The Royal Bank of Canada has one branch at Montego Bay.

The Canadian Bank of Commerce has no branches.

301. The following are legal tender in Jamaica:—British Gold and Silver Coins, local nickel and bronze alloy coins, Government Currency Notes.

Accounts are kept in sterling.

302. Government Currency Notes which are legal tender under Section 5 of Law 27 of 1904, were in circulation on the 31st December, 1938, to the extent of £148,661 10/- in the following denominations:—

2/6 Notes.	5/- Notes.	10/- Notes.
£112 0 0	£60,070 10 0	£88,479 0 0

303. Jamaica has its own subsidiary coinage of 1d., $\frac{1}{2}$ d., and $\frac{1}{4}$ d. denominations.

304. Imperial Weights and Measures are in common use.

CHAPTER XVI.

FINANCE.

PUBLIC FINANCE AND TAXATION.

The following statement shews the Revenue and Expenditure of the Colony during the past five years:—

£	£	£	£	£
1933-34.	1934-35.	1935-36.	1936-37.	1937-38.
2,037,319	2,260,352	2,121,965	2,212,365	2,476,136

1933-34.	1934-35.	<i>Expenditure.</i> 1935-36.	1936-37.	1937-38.
£2,186,056	£2,255,502	£2,178,228	£2,206,079	£2,271,174

The total Expenditure during the year ended 31st March, 1938, was £204,962 less than the total Revenue.

The following is a statement of the Revenue and Expenditure for the period from the 1st April to the 31st December, 1938, under the various Heads:—

Head of Revenue.	Amount.
I. Customs and Excise—	£
Customs	1,192,138
Excise	248,354
II. Harbour Dues, etc.	6,742
III. License and other Internal Revenue—	
Licenses	35,818
Fines, etc.	3,151
Judicial Revenue (Fines)	8,377
Entertainment Tax	3,110
IV. Fees of Office, Stamp Duties, etc.—	
Fees of Office	9,083
Commissions	1
Stamp Duties	51,659
Judicial Revenue (Fees)	9,491
V. Reimbursements—	
(1) Debt Charges	83,067
(2) Pensions—Contributions	12,113
(3) Salaries, etc.	15,508
(4) General	17,052
(5) Audit Services	750
VI. Post Office and Telegraphs—	
(a) Post Office	75,403
(b) Telegraphs	21,341
VII. Departmental Revenue—	
(a) Medical	7,802
(b) Prisons	7,628
(c) Science and Agriculture	2,946
(d) Printing Office	2,343
(e) Surveyor General	782
(f) Public Works Department	16
(g) Education Department	178
(h) Administrator General	2,572
(i) Trustee in Bankruptcy	203
VIII. Irrigation Receipts	12,868
IX. Direct Taxation	142,770
X. Currency .. .. .	..
XI. Rents	3,049
XII. Interest	£.346
XIII. Miscellaneous Receipts	10,849
	1,993,898
XIV. Surplus in Sinking Funds .. .. .	..
XV. Land Sales	1,475
XVI. Colonial Development Fund	194

£1,995,567

Head of Expenditure.	Amount.
	£
Charges of Debt	211,266
Pensions	75,388
Pensions of Widows and Orphans	15,279
The Governor and Staff	6,144
Privy Council	46
Legislative Council	4,575
Colonial Secretariat	8,684
Lands Department	11,375
Land Settlement	5,586
Forestry	4,431
Audit Department	9,657
Public Treasury	6,023
Currency Commissioners	2,198
Government Savings Bank	11,879
Immigration Department	10
Collector General's Department	80,996
Post Office	96,786
Supreme Court	9,261
Law Officers	4,616
Resident Magistrate Courts	36,814
Administrator General's Office	5,054
Bankruptcy Department	2,410
Medical General Administration	24,142
Medical Health Service	34,838
Medical Hospitals and Lepers Home	78,725
Medical Mental Hospital	34,470
Constabulary	171,642
Prisons	35,264
Industrial School	4,637
Education	200,799
Harbours and Pilotage	3,902
Marine Board	687
Imperial Forces Allowances	5,277
Local Forces	6,271
Registrar General's Department and Island Record Office	6,782
Registration of Titles Office	2,740
Government Printing Office	21,066
Board of Supervision	567
Department of Science and Agriculture	41,334
Agricultural Loan Societies Board	1,634
Subventions	201,953
Miscellaneous	35,997
Railway	27,170
Public Works Department	39,791
Public Works Annual Recurrent	248,798
Public Works Extraordinary	78,345
Island Traffic Authority	3,980
	1,919,289
Colonial Development Fund	2,002
	£1,921,291

306. The Assets and Liabilities at the 31st March, 1938, were £1,431,916 and £1,210,732, respectively. The year, therefore, closed with a surplus of £221,184. The following statement shews how the Assets of the Colony at 31st March, 1938 were held:—

<i>Loans—</i>			£	s.	d.
To Agricultural Loan Societies Board	..	..	17,863	3	9
To Wolmer's Trust	..	..	3,276	10	6
Bath Corporation, St. Thomas	..	..	240	0	0
Milk River Bath	..	..	1,871	1	1
Government Cayman Islands	..	..	3,660	0	0
To Manning's Trust	..	..	748	0	6
To Hope Stock Farm for acquisition of Hope Pasture	..	..	1,250	0	0
From Parochial Water Supplies Fund, Law 25 of 1928	..	..	8,990	17	7
Hurricane Loans, 1933	..	..	4,512	6	9
Banana Industry Aid Board, Law 15 of 1932, Advance	..	..	9,700	0	0
Banana Industry Aid Board, Law 25 of 1933, Advance	..	..	8,060	0	0
Banana Industry Aid Board, Law 24 of 1935, Advance	..	..	8,700	0	0
Interest on Loans from Banks under the Banana Industry Aid Law, 15 of 1932	..	..	2,704	15	3
Interest on Loans from Banks under the Banana Industry Aid Law 25 of 1933	..	..	1,464	8	8
Expenses Banana Industry Aid Board Laws 15 of 1932, 25 of 1933 and 24 of 1935	..	..	9,627	14	6
<i>Advances—</i>					
Land Settlement	..	..	65,664	16	4
On account of Loans to be raised	..	..	25,059	17	2
To Parochial Boards	..	..	4,551	0	0
Stores	..	..	116,684	2	2
Other Governments Advances	..	..	1,873	19	2
General	..	..	79,989	3	8
<i>Appropriated Funds Invested—</i>					
Redemption Funds for Loans guaranteed and unguaranteed by the Colony	..	..	16,633	11	1
Deposits for Investment	..	..	201,884	10	7
Trust Funds	..	..	35,912	5	11
Miscellaneous Funds (Insurance Fund and Reserve Fund)	..	..	249,128	16	4
Revenue Collections in Transit	..	..	7,398	10	4
Director Jamaica Railway	..	..	11,661	6	4
Emigration Agent, India	..	..	99	13	2
Imprests	..	..	16,595	5	6
Remittances in Transit	..	..	246	17	10
Remittances between Chests	..	..	1,315	4	2
Crown Agents for Joint Colonial Fund	..	..	206,000	0	0
Bank of Nova Scotia, New York	..	..	2,004	0	2
Cash Balances—Treasurer	..	..	306,544	15	4
			£1,431,916	13	10

307. The Colony's Insurance Fund, which forms part of the Assets and is specially earmarked against earthquake, hurricane, or calamity of a like nature, amounted to £199,397 at 31st March, 1938.

308. A Reserve Fund was created in 1936 for the purpose of meeting not only the remoter consequences of hurricane and similar calamities which could not be met from the Insurance Fund but also the cost of works which should find no place in a development loan Programme. This Fund amounted to £49,731 at the 31st March, 1938.

309. The amount of the Public Debt, chargeable on General Revenue outstanding at the 31st March, 1938, was £4,604,477. The accumulated Sinking Funds for the redemption of the Debt amounted to £605,492. If the amount standing to the credit of the Sinking Funds be deducted from the Public Debt, the difference—£3,998,985—exceeds by £1,541,516 the estimated Revenue for the financial year 1938-39.

310. For purposes of comparison, it may be interesting to append a tabulated statement of the incidence of the Public Debts of Great Britain and Jamaica in 1938.

	Population.	National Debt.	Per Capita.
Great Britain	45,000,000	£8,144,128,418	180. 98
		Public Debt.	
Jamaica	1,152,528	£4,604,477	3. 99

If the accumulation standing to the credit of the Jamaica Sinking Funds on the 31st March, 1938, viz.: £605,492—be deducted from the Public Debt at that date, the amount per capita would be £3 9s. 5d.

TAXATION.

311. A description of the main heads of Taxation and the yield of each, in respect of the year ended 31st March, 1938, are given hereunder:—

		£	s.	d.
i. Customs—				
Import Duties	..	1,250,035	18	0
Export Duties	..	768	2	7
Package Tax	..	83,170	10	1
ii. Harbour and Light Dues—				
Harbour Fees	..	2,921	14	0
Light Dues	..	7,545	13	9
iii. Licences	..	64,445	0	0
Excise	..	282,536	0	0
Income Tax	..	102,172	0	0
Property Tax	..	67,017	0	0
Fines in Petty Sessions	..	14,796	0	0
Penalties	..	5,246	0	0
Stamp Duties	..	102,478	0	0

CUSTOMS TARIFF.

312. The general ad valorem duty is 20%, and the preferential rate to the British Empire is 15% with slight variations in the duties on certain classes of goods, in addition to specific duties on articles falling chiefly under the heading of Food, Drink, Tobacco and Apparel.

There is also a Free List consisting chiefly of goods for Government and the Parochial Boards, Coal, Manures, Fertilisers, Insecticides, etc., and Agricultural implements.

EXCISE DUTY.

313. The principal Excise duties were on Cigars, from 6d. to 2/- per 100 according to their value, and Rum 8/- per proof gallon.

STAMP DUTIES.

314. Estate Duty is chargeable on the value of Real and Personal Property according to the graduated scale denoted in Section 1 of Law 15 of 1929, varying from 3% to 20%.

Legacy Duty is chargeable on all legacies at rates varying from 1% to 10%, according to the consanguinity of the legatee to the testator.

Succession Duty varies from 1% to 10%, according to the relationship to the predecessor.

In addition to these are various Stamp Duties on Agreements, Bills of Exchange, Conveyance, Leases, etc. under Law 36 of 1937.

There is no Hut Tax nor Poll Tax collected in the Colony.

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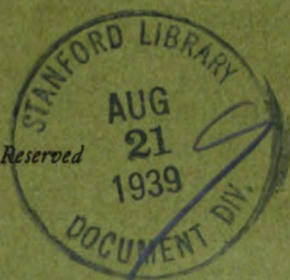
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I.—GEOGRAPHY, CLIMATE, AND HISTORY.

The Colony of the Leeward Islands, with a total area of 726 square miles, consists of a number of islands belonging partly to the Lesser Antilles and partly to the Greater Antilles. Antigua, Barbuda, St. Christopher (St. Kitts), Nevis, and Montserrat lie between West longitude 61° and 63° , and around North latitude 17° , but Dominica is about 100 miles to the south, separated by the French island of Guadeloupe from the rest. The Virgin Islands, Sombrero, and Anguilla on the other hand lie some distance away to the north-west. The Virgin Islands, St. Kitts, Nevis, Montserrat, and Dominica are mostly volcanic in origin with mountains rising to 1,780, 3,711, 3,596, 3,002, and 4,750 feet respectively, while Antigua, Barbuda, and Anguilla are sedimentary and are subject to drought.

All the islands are refreshed by the cooling trade winds, though Dominica, with its heavy intervening mountain system, becomes hot and steamy at certain times of the year. The rainfall registered at the different Botanic Stations during 1937 was as follows:—Antigua 62 inches, St. Kitts 43 inches, Dominica 75 inches, Montserrat 48 inches, Virgin Islands 56 inches. The mean temperature was 79° F.

Politically the Colony is divided into five Presidencies:—(a) Antigua, with Barbuda and Redonda, (b) St. Christopher-Nevis, with Anguilla, (c) Dominica, (d) Montserrat, and (e) the British Virgin Islands (which are in close proximity to the American Virgin Islands). These five Presidencies have been united and separated at various times in their history, and were finally federated in 1871 by an Imperial Act.

From a historical point of view the Leeward Islands Colony is one of the most interesting in the Empire.

St. Kitts was the first island in the West Indies to be systematically colonized by the English, Sir Thomas Warner, captain of the King's Body Guard, bringing out a number of farmers and artisans for that purpose in 1623. In 1666, 1689, and 1782 it was captured by the French, and in the latter year the famous defence of Brimstone Hill took place, a gallant action which ultimately enabled Rodney to defeat the French fleet at "The Saints" near Dominica and save the then Colonial Empire.

In Nevis, in 1787, Nelson, then aged 25, and acting as Commander-in-Chief of the Leeward Islands Naval Station, married the young widow Nisbet, who survived him. In 1757 Alexander Hamilton, the son of a Scottish planter and the founder of the American Constitution, was born in Nevis.

Antigua is the headquarters of the Colony and the residence of the Governor. The island was settled by Sir Thomas Warner's son in 1632, and only once, in 1666, was it captured by the French. At Antigua is the historic old Naval Dockyard, first built in 1725, where Nelson lived between 1785 and 1787. It lies in a romantic narrow inlet, English Harbour, and is to-day just as it was left when the last of the old frigates was warped out. Efforts are now being made to preserve the ruined buildings so that it may be an Empire memorial to the Navy.

Dominica was originally declared as neutral territory between the French and English, but became English by the Treaty of Paris in 1763. In 1771 it was made a separate Colony, but was rejoined to the Leeward Islands in 1832. During that period, however, it was captured and held by the French for five years until restored to England by the Treaty of Versailles in 1783.

In 1805 the Duke of Cornwall's Light Infantry (the old 46th) and the local militia distinguished themselves in a gallant resistance to General La Grange and a great invading force.

Montserrat was settled by Sir Thomas Warner in 1632, but was captured (and subsequently restored) by the French in 1666 and 1782.

The Virgin Islands were first settled by Dutch farmers, who became buccaneers in 1648. English buccaneers drove them out in 1666, and in 1672 the islands were absorbed into the Leeward Islands Colony. For a long time the islands were the haunts of pirates.

II.—GOVERNMENT.

There is one Governor of the Colony, and his representatives in the Presidencies of St. Christopher-Nevis and Dominica are styled Administrators, and in those of Montserrat and the Virgin Islands, Commissioners.

The Colony possesses a Federal Executive and a General Legislative Council, the members of the former and the official members of the latter being appointed by the Crown, while the unofficial members of the latter (three each from Antigua and St. Christopher-Nevis, two from Dominica, and one from Montserrat) are elected by and from the unofficial members of the Legislatures of their respective Presidencies. There is also a nominated unofficial member for the Virgin Islands on the General Legislative Council.

Each Presidency has an Executive and a Legislative Council, with the exception of the Virgin Islands, which has an Executive Council only. The Presidential Legislative Councils have concurrent legislative powers with the General Legislative Council on specified subjects so far as their "Ordinances" are not repugnant to the "Acts" of the latter. The duration of each Legislative Council is limited to three years.

The Antigua Legislative Council, previously partly elected and partly nominated, passed an Act in 1898 abrogating itself and substituting the Crown Colony system.

The St. Kitts and Nevis forms of Legislative Council, partly elected and partly nominated, were abolished by an Act of 1878, and the Crown Colony system substituted.

The Dominica Legislative Council, like that in Antigua, was changed in 1898, but in 1924 an Ordinance was passed allowing for the election of four of the unofficial members.

The Montserrat Legislative Council was similarly changed in 1866.

There has been no Legislative Council in the Virgin Islands since 1902.

In 1936 steps were taken to reconstitute the Presidential Legislative Councils with unofficial majorities, and with partly elected and partly nominated unofficial members. The reconstituted Legislative Councils came into being in 1937.

Municipal Government.—In Antigua (St. John's) there is a (partly unofficial) municipal body called the "City Commissioners"; in Dominica there is a partly elected Town Council at Roseau, and a nominated Town Board at Portsmouth.

III.—POPULATION.

The estimated population on 31st December, 1937, was as follows:—

			<i>Area</i> (<i>Sq. miles</i>).	<i>Principal Town</i> (<i>approximate population</i>).
Antigua	...	...	33,471	108 St. John's (10,000).
Barbuda	...	...	1,052	62 —
St. Kitts	...	...	18,694	68 Basseterre (8,000).
Nevis	...	...	13,724	50 Charlestown (1,200).
Anguilla	...	...	5,639	34 —
Dominica	...	...	49,483	305 Roseau (8,000).
Montserrat	...	...	13,712	32 Plymouth (2,000).
Virgin Islands	...	...	6,288	67 Road Town (400).
Total	...	...	142,063	726

The decennial census of 1931 was not taken in view of the financial condition of the Colony in that year, but the percentages of the different races at the time of the previous census were as stated below, and, although the population has now generally increased, it is probable that the proportions are about the same.

	<i>Antigua.</i>	<i>St. Kitts- Nevis.</i>	<i>Dominica.</i>	<i>Mont- serrat.</i>	<i>Virgin Islands.</i>
White	...	4	3	1½	1
Coloured	...	13	16	31½	21
Black	...	83	81	67	78
					76

The birth and death rates per 1,000 in 1937 were as follows:—

				<i>Birth-rate.</i>	<i>Death-rate.</i>
Antigua	...	...	...	40·08	24·22
Barbuda	...	...	...	38·76	12·18
St. Kitts	...	...	...	43·22	33·80
Nevis	...	...	...	29·94	13·30
Anguilla	...	...	...	34·23	12·50
Dominica	...	...	...	30·35	14·51
Montserrat	...	...	...	32·75	15·31
Virgin Islands	...	...	...	32·16	8·89

Infantile mortality for the past five years has been as follows:—

	1933.	1934.	1935.	1936.	1937.
Antigua and Barbuda
St. Kitts
Nevis
Anguilla
Dominica
Montserrat
Virgin Islands

The emigration and immigration figures of the Colony about balance during recent years. Before the embargo on free emigration to the United States, Cuba, and Puerto Rico, the emigration figures considerably outnumbered those of immigration. There is still a certain amount of emigration for work

on the sugar estates in the Dominican Republic, but it is seasonal, and the men usually return the same year. The Government of Panama is repatriating British West Indian labourers at its expense.

IV.—HEALTH.

General.

The Colony, which from November to May is only semi-tropical, is gradually becoming known as a health resort, and more visitors are coming yearly, especially during the winter months, from the United Kingdom, Canada, and the United States of America.

Hospitals are established in the principal centres, and there are 25 Government Medical Officers stationed throughout the Colony. There is also a system of village dispensaries. Water supplies in most of the islands are good and plentiful. Legislation regarding bakeries and dairies is in force, and the meat markets are regularly inspected. The ordinary diseases found in tropical countries prevail, but not usually in a serious form. Cases of ankylostomiasis, filariasis, dysentery, malaria, tuberculosis, venereal diseases, and yaws, are found in varying numbers.

There is a central lunatic asylum (176 patients) at Antigua, and leper homes at Antigua (35 patients) and St. Kitts (40 patients).

The teeth of the school children in the Presidencies of Antigua and St. Kitts-Nevis have been receiving special care from dentists subsidized by the Government. Homes for the aged and infirm are now established in Antigua, St. Kitts, Nevis, Dominica and Montserrat.

Antigua.

Public health work started by General Barrow has been continued on the lines initiated by him. The bacteriological laboratory, which was part of the scheme, has been found most useful. There were 3,367 examinations made, 1,580 of which were blood films for malaria, 787 Kahn test, 323 differential blood counts, 30 Widal tests and various other tests.

Venereal diseases are treated by Medical Officers in their offices and at dispensaries situated throughout the island.

Infant Welfare is arranged for at the central crèche (a voluntary organization) in St. John's and at three Government crèches in the villages of All Saints, Bolans, and Cedar Grove. These crèches are usually full. Free dental inspection and treatment at the Government schools has been continued and is a very valuable adjunct to the child welfare of the community.

Mortality and Disease.—There were 1,192 births and 710 deaths during the year. There were approximately 3,062 cases of malaria during the year, mostly of the subtertian type, with 49 deaths in all. Six sanitary inspectors are engaged to superintend the cleaning up and drainage in the villages. Stagnant water is treated with Paris green or oil. Quinine is distributed without charge when funds permit.

Hospital.—There is a hospital with an X-ray room and 90 beds. There were 472 males and 497 females admitted during the year. The average period spent in hospital was 29 days for males, and 28 days for females.

There were 83 deaths, 41 males and 42 females. The number of major operations was 114, and minor operations 467. There were 66 ophthalmic cases and 7 cases of eclampsia. The rebuilding of the men's surgical ward was completed.

Home for the aged and infirm (Fiennes Institute).—69 males and 67 females were admitted. There were 87 deaths, chiefly from diseases incidental to old age.

Dispensaries.—There are now 13 Government dispensaries in Antigua and one in Barbuda. There are 25 Government district nurses, who are also midwives.

There is a quarantine station and, as already mentioned, a leper home and a lunatic asylum, the latter being a Federal institution.

St. Kitts-Nevis.

The general health of the Presidency is good.

Malaria fever occurs in Nevis, where the anopheles mosquito is found, principally in the bog lands adjoining Charlestown, and to a lesser degree in the small water-courses on the northern side of the island. In Anguilla the cases seen are among those labourers who have returned from Santo Domingo. Cases seen in St. Kitts are all imported. Anophelene mosquitoes have not been detected in St. Kitts.

Infant welfare.—Infant welfare work progresses. Since the movement was started and crèches under the supervision of the District Matron were provided, infant mortality in St. Kitts has decreased from 409.6 per 1,000 living births in 1920, to 223 in 1937.

Hospitals.—The central hospital at Basseterre, St. Kitts, has 81 beds and 4 maternity beds. Other hospitals are at Sandy Point, St. Kitts (16 beds), Nevis (between 30 and 40 beds) and Anguilla (8 beds). There are homes for the aged and the infirm at Basseterre (50 beds) and at Nevis (12 beds). The leper home in the Sandy Point district has 40 inmates.

Staff.—The Presidency is divided into seven medical districts (St. Kitts four, Nevis two, and Anguilla one). There are three European nursing sisters in the Presidency, one of whom is District Matron and trains pupil midwives. There are eight Sanitary Inspectors working under the supervision of the Senior Medical Officer. Dental clinics are held regularly by the Government Dental Officer, and the attention to the teeth of the elementary school children should produce results, in the years to come, in the general health of the people. Dispensaries are established in different parts of the medical districts.

Dominica.

The Chief Medical and Health Officer is in general charge of all matters concerned with public health.

Infant Welfare.—The Roseau and the St. John's Child Welfare Committees maintained their special clinics during 1937. These are voluntary committees in receipt of Government grants. The Roseau Clinic is held in the out-patients' department of the Roseau Hospital and is directed by the Matron. The St. John's Clinic serves the town and district of Portsmouth. At the beginning of March, 1936, a third infant welfare centre was inaugurated at Marigot under the auspices of the Marigot Village Board and has been well supported. The total number of children under three years of age on the registers of those three centres during 1937 was 465.

Sanitation.—The sanitation of the towns of Roseau and Portsmouth has continued under the control of the Roseau Town Council and the Portsmouth Town Board, respectively, with their own sanitary officers. Under the Medical and Sanitary Services Ordinance, 1935 (No. 9 of 1935), the Central Board of Health has powers to make regulations for the rest of the island with respect to various matters of public health, and the sanitary organization includes ten sanitary inspectors for the most important districts. Special efforts have been directed against ankylostomiasis, malaria, tuberculosis and yaws.

Mortality and Disease.—The birth-rate of 30·35 for 1937 was below the average for the five-year period 1931-5, which was 32·74. The death-rate of 14·51 was also below the average. The infant mortality rate was 119. Deaths at all ages from all forms of tuberculosis numbered 54, out of a total of 711 deaths from all causes. Malaria, which is endemic, accounted for 57 deaths. Deaths from diarrhoea and enteritis numbered 32.

Hospitals.—There is a Central Hospital at Roseau with 100 beds; admissions in 1937 numbered 1,359. Country hospitals are maintained at Portsmouth (33 beds), Marigot (6 beds), and Grand Bay (4 beds), with respectively 718, 120 and 125 admissions during the year. At Roseau there is also a home

for the aged and infirm with accommodation for about 30 inmates. Eighteen dispensaries are maintained in the four medical districts.

Staff.—There are four District Medical Officers under the Chief Medical Officer. Six dispensers (including two who are the stewards of the Roseau and Portsmouth Hospitals) assist the Medical Officers. The training of nurses and midwives is under the supervision of the European Matron of the Roseau Hospital. In addition to 22 native nurses on the staffs of the hospitals, twelve nurse-midwives are employed in the districts.

Montserrat.

The general health of the population was not as good as in the previous year, and the death-rate was slightly higher, 15.31 per 1,000.

Gastro-enteritis accounted for many deaths among young children during the year, and during the first quarter of the year there was an epidemic of influenza, with a marked tendency to broncho-pneumonia.

The new Glendon Hospital was opened in February, 1937 and 511 patients were treated during the year.

Yaws and Syphilis.—These diseases continued to show a decrease, and the cases presenting themselves for treatment were followed up closely and given adequate treatment.

Virgin Islands.

The health of the Presidency has been generally satisfactory. Malaria is on the wane, and is not of a severe type. There were 8 cases of typhoid. During the year there were 236 admissions to the hospital with 7 deaths, and there were 50 deliveries without any maternal or infant deaths.

Staff.—The medical staff of the Presidency consists of one medical officer, one European nursing sister and one sanitary officer in Tortola and one dispenser at Anegada Island.

V.—HOUSING.

Antigua.

The Housing Scheme, financed originally from the Colonial Development Fund, has improved the type of house used by the poorer classes and with it goes improvement in living conditions of the people. The houses are mainly of standard type and consist of three rooms and a verandah, with a separate latrine and kitchen. The houses are very sanitary and easily disinfected. The demand for houses in the model village was not maintained in 1937. In addition to the model village, similar houses under the same scheme have been erected on the Antigua land settlement area at Greencastle, at the village of All Saints,

and at other places. One of the most valuable aspects of the scheme is that it is proving an encouragement and an incentive to others of the artisan and peasant class to build new houses for themselves and a much improved type of house is appearing in many parts of the island.

St. Kitts-Nevis.

Some estates provide a few wooden houses free of rent to their more reliable labourers.

A scheme for improving housing conditions in Basseterre and Sandy Point was commenced late in 1930, and up to the present 61 model concrete houses have been built for labourers and artisans, 45 at Basseterre and 16 at Sandy Point.

This scheme was made possible by assistance from the Colonial Development Fund which took the form of a free grant of £6,500 and a loan of a similar sum, free of interest for five years. A total sum of £8,126 6s. 2d. has so far been spent. Further construction is in abeyance pending reconsideration of the type of house and its cost and conditions of sale.

The cottages consist of three rooms and an entrance verandah. The cost of each cottage, including outbuildings and fences, but excluding land, is £122.

The larger residencies and places of business are of two storeys, the lower, generally speaking, of stone and the upper of wood. These buildings are provided with hurricane shutters as the islands are almost in the centre of the hurricane zone.

Dominica.

The commonest type of dwelling-house used by the wage-earning population is a single storey wooden structure, usually elevated from the ground by a few stones or wooden supports about a foot high. The roof is made of shingles or corrugated iron except in a few areas where the poorer houses are thatched. The interior may be divided into two or three compartments by wooden partitions; a door and two or three windows with shutters communicate with the exterior. The size of the building varies from 10 ft. by 8 ft. by 8 ft. to 20 ft. by 16 ft. by 10 ft. On an average about five persons occupy each of these dwelling-houses.

In the two towns, Roseau and Portsmouth many of the lots are owned by landlords who erect houses thereon and let them at a weekly rental of 1s. 6d. per room, i.e., 3s. to 4s. 6d. per house; or they may let small areas for building. In the country districts the occupant more often has built his own house of native lumber, on a portion of land purchased by himself. The

building is done with the help of his neighbours and at a very small cost since skilled labour is not employed.

The dwelling-house may or may not be provided with a roughly-made kitchen adjoining it, or the cooking may be done in the open. Water is obtained from the nearest standpipe, river or stream. Sanitary conveniences are often entirely lacking, the inhabitants depending on communal latrines where such are provided by the Government, or on common dumping grounds often in close proximity to houses. The great defect in the housing accommodation lies not in the house itself but in the surroundings and in the lack of sanitation. There is marked congestion, especially in the towns and villages of the Leeward coast, caused by the absence of town or village-planning. Overcrowding and lack of ventilation favour the spread of tuberculosis and other infectious diseases.

In Roseau and Portsmouth, by-laws compel intending builders to obtain permission from the Town Council or Town Wardens. The Roseau Town Council passed a new Buildings By-Law in 1933 repealing the Buildings By-Law, 1899, and making more stringent the conditions which have to be complied with in the erection of any new building. Among its new provisions may be mentioned the following:—the minimum frontage of any new building facing a street or other public place is increased from 16 to 21 feet, definite spaces are required to be left between the buildings and the boundaries of the site; a minimum floor area of 120 square feet is laid down for any living room in a dwelling-house; provision of latrine accommodation of a type approved by the Council is made compulsory for every new building intended to be used as a dwelling-house, shop factory or place of business. Provision is also made for the evacuation of any dwelling-house, which the Medical Officer of Health represents to be in a state so injurious to health as to be unfit for human habitation.

In the country districts there is no legislation in force governing buildings; a few of the larger estates provide dwelling-houses for a certain number of their labourers, but this practice has largely died out. There are no building societies in existence.

Montserrat.

Many new buildings of reinforced concrete or wood have replaced the old earthquake-damaged buildings and many others are being built. Nearly all new buildings are provided with sanitary water closets and septic tanks.

Two houses were built during the year under the Colonial Development Concrete Housing Scheme. The cost of the houses is however too high for many applicants, and a revised scheme is being considered.

Virgin Islands.

The Housing conditions in the British Virgin Islands, while possibly not ideal, are considerably better than those prevailing elsewhere in the Leeward Islands. The average house of the peasant is a sturdy wooden building measuring about 20 ft. by 15 ft. with an acre or more of arable land. The present living conditions seem admirably suited to the population which consists almost entirely of small landowners and fishermen. The wage-earning population is very small, being practically restricted to the limits of the town of Road Town in Tortola. Sanitary conditions are satisfactory and general health is good. A local Board of Health controls the general health and sanitation.

VI.—PRODUCTION.

Sugar, cotton, limes and lime products, oranges, grapefruit, bananas, cocoa and table vegetables are the chief products of the Colony. The following table summarises the principal exports of local produce of the whole colony for the year 1937 compared with the previous year:—

				1936.		1937.	
				Quantity.	Value.	Quantity.	Value.
					£		£
Avocado pears	...	...	crates	5,158	1,171	4,972	746
Bananas	...	...	bunches	104,041	8,597	121,764	11,024
Bay oil	...	...	lb.	21,287	3,230	—	2,998
Cattle	...	...	...	1,583	5,369	1,637	5,493
Cocoa	...	...	lb.	354,578	4,168	274,108	4,984
Coconuts	...	...	No.	774,084	2,199	1,112,156	3,509
Copra	...	...	lb.	319,076	1,702	155,044	986
Cotton	...	...	lb.	1,138,055	75,245	1,133,726	81,899
Cotton seed	...	...	tons	600	1,973	410	1,664
Grapefruit	...	...	crates	3,038	1,586	4,375	1,871
Lime juice, raw	...	...	gal.	140,610	5,757	171,813	7,148
Lime oil, distilled	...	...	lb.	10,500	11,729	8,733	7,622
Lime oil, ecuelled	...	...	lb.	1,800	2,045	1,667	2,666
Limes, green	...	...	brls. & crates	6,500	6,203	9,997	7,556
Mangoes	...	...	brls.	8,616	3,164	6,078	2,481
Molasses	...	...	gal.	1,152,391	11,930	1,169,103	17,113
Oranges	...	...	brls. & crates	10,786	7,319	11,447	7,058
Rum	...	...	gal.	9,515	1,359	9,802	1,578
Salt	...	...	tons	2,000	3,190	1,900	3,116
Sugar	...	...	tons	46,651	417,199	64,741	647,957
Tomatoes	...	...	crates	68,000	7,113	43,010	6,193

Antigua.

There are two modern sugar factories, one at Gunthorpes, owned by the Antigua Sugar Factory Company (Henckel, Dubuisson and Company), and one at Bendals owned by the South Western Estates Company. The capacity of the former is approximately 22,000 tons and that of the latter 4,000 tons.

The average rainfall in 1936 was 60 ins. and the record 1937 sugar crop amounted to 32,501 tons grey crystals and 371 tons muscovado. Sugar exports amounted to 31,667 tons crystals valued at £318,603 and 100 tons muscovado valued at £1,000 together with 679,410 gallons of pan molasses valued at £9,360.

The average yield of canes per acre was 25.1 tons as compared with 16.3 in 1936.

The Antigua Sugar Factory paid 16s. 4.3d. per ton for canes for the 1937 crop and the Bendals Factory 14s. per ton.

During the year expenditure was continued from the loan which was obtained from the Colonial Development Fund in 1936 to cover the cost of certain extensions of the railway systems of the two factories. These extensions, one of which was completed in 1937, will be of great assistance, especially to peasants, many of whom cultivate land far removed from the present railway lines and are faced with uneconomic transportation costs.

The 1937 cotton crop was reaped from 950 acres: the total production was 91,111 lb. clean lint and 5,829 lb. stains. The crop was sold at prices varying from 1s. 9d. to 1s. 11d. per lb. for clean lint and 8d. to 1s. for stains.

The area planted for the 1937-8 crop was about 1,600 acres. Germination was fair but most fields suffered badly from the very heavy rains early in November and in the latter half of December, while the cotton caterpillar did considerable damage in many districts.

The Government Land Settlement Schemes continue to develop. During 1937 the Factories purchased from peasants 64,000 tons of cane.

Sugar cane experiments were continued during 1937: definite results are now being obtained and it is hoped that in a few years' time the application of these results to general agricultural practice will lead to economic increases on yield throughout the island.

Further entomological investigations were conducted by Mr. H. E. Box on the control of the moth borer of sugar cane.

During 1936 a step was taken to further the interests of peasant cultivators through the establishment of a branch of the Agricultural Department devoted especially to the development of peasant industries, particularly cotton and vegetables.

The following table shows the relative exports of the principal products of Antigua over a period of five years:—

		1933.	1934.	1935.	1936.	1937.
Sugar (tons) ...	...	23,875	20,677	16,072	19,759	31,667
" (value) ...	...£	234,920	196,534	151,249	181,293	318,603
" acreage of cane reaped ...	...	9,450	9,686	9,800	12,800	12,900
Molasses (gal.) ...	...	520,232	808,459	324,562	536,177	679,410
" (value) ...	...£	1,084	2,515	2,188	3,351	9,360
Cotton (lb.) ...	...	8,400	9,600	32,950	117,380	91,111
" (value) ...	...£	420	480	2,062	8,988	6,951
Lime juice, raw (gal.) ...	...	9,189	3,712	6,916	6,106	1,170
" " (value) £	£	557	142	305	154	33
Tamarinds (barrels) ...	...	495	152	461	522	—
" (value) ...	...£	427	93	295	522	506
Rum (gal.) ...	...	—	851	2,008	6,425	6,381
" (value) ...	...£	—	133	293	935	1,080

St. Kitts-Nevis.

There is one central modern sugar factory, owned by the Basseterre Sugar Factory Company (Henckel, Dubuisson Co.), of an original capacity of approximately 20,000 tons, which has since been considerably increased. It is connected to the various sugar estates by a narrow-gauge railway encircling the island. 34,260 tons of crystal sugar, of approximately 96 degrees polarization, were made. The area under cane was about 9,029 acres, giving an average yield of over 28.4 tons to the acre.

Recently the planters have made serious efforts to increase the yields of cane by the introduction of parasites for the control of insect pests, and by an extended use of artificial fertilizers.

All estates have a certain number of contract labourers, who live in estate houses and receive free medical attention and a free plot of land for growing ground provisions and vegetables.

Small quantities of muscovado sugar and fancy molasses were manufactured in Nevis.

Four thousand one hundred and sixty-eight acres were planted with cotton in 1937 and 448,019 lb. of lint produced.

There are Government agricultural instructors in Nevis and Anguilla, who pay visits to peasants' holdings and endeavour to improve their methods of agriculture.

Progress has been made with the land settlement schemes in Nevis and Anguilla.

The following table shows the relative exports of the principal products of St. Kitts-Nevis over a period of five years:—

		1933.	1934.	1935.	1936.	1937.
Sugar (tons) ...	...	22,588	28,320	27,280	26,892	33,074
„ (value) ...	...£	234,747	260,000	236,964	236,959	329,354
Molasses (gal.) ...	...	630,749	973,000	453,999	474,024	489,693
„ (value) ...	...£	2,897	2,027	5,126	6,562	7,753
Cotton (lb.) ...	...	88,550	141,687	204,647	508,295	398,862
„ (value) ...	...£	4,701	8,200	10,327	33,885	29,588
Coconuts ...	...	56,953	105,646	95,157	9,030	7,868
„ (value) ...	...£	289	228	215	26	16
Tomatoes (lb.) ...	...	28,637	12,000	15,880	14,220	—
„ (value) ...	...£	221	105	120	100	—
Salt (tons) ...	...	34	1,302	1,677	2,500	2,000
„ (value) ...	...£	9	2,056	2,188	3,173	2,968

Dominica.

There was a general increase in the production of agricultural products and exports showed an improvement of £6,109 in their estimated f.o.b. value as compared with 1936.

The lime industry is showing definite signs of recovery and the crop was estimated at about 45,000 barrels of fruit. The principal lime products exported and their estimated f.o.b. values were as follows:—

Green limes 4,450 barrels, £6,644; Raw Juice 110,765 gal., £4,679; Distilled Oil 8,213 lb., £7,057.

The fresh fruit export trade, excepting that in grapefruit, has shown satisfactory expansion. Increased shipments of oranges, mangoes and avocado pears were made and prices ruling were on the whole satisfactory to shippers.

An improvement in the price of copra and co-operation among coconut growers to develop an export trade in dry coconuts has resulted in a revival of interest in the coconut industry.

Although the price of cocoa showed improvement, adverse weather conditions seriously affected production.

The demand for vanilla showed considerable improvement and resulted in a big increase in production with prices better than they have been for a number of years.

A few of the principal estates are owned by Europeans, but the majority belong to local planters. There is a preponderance of peasant holdings which contribute to the production of staple products as well as to supplying produce for local consumption.

The raising of livestock is left to individual enterprise and the number raised is only sufficient for local needs.

There is no organized fishing industry, but natives engage in fishing to supply the local demand for fresh fish.

The following table shows the relative exports of the principal products of Dominica over a period of five years:—

	1933.	1934.	1935.	1936.	1937.
Limes, total crop estimated as " barrels "...	36,000	27,000	28,214	36,825	45,000
Limes, green or fresh (barrels) ...	4,391	3,790	4,035	3,865	4,450
Limes, green or fresh (value) ...	4,033	4,598	6,123	5,968	6,644
Lime juice, raw (gal.) ...	37,770	74,908	48,074	88,460	110,765
" " " (value)...	1,889	4,523	2,002	3,686	4,679
Lime juice, concentrated (gal.) ...	35,467	7,462	3,372	2,783	1,735
Lime juice, concentrated (value) ...	1,817	273	184	198	130
Lime oil, distilled (lb.)	9,302	6,288	7,127	9,189	8,733
" " " (value)£	10,288	6,418	7,443	9,612	7,622
Lime oil, ecuelled (lb.)	320	245	140	350	1,667
" " " (value)£	353	393	186	565	2,666
Bay oil (lb.) ...	21,774	14,988	16,474	21,282	—
" " (value) ...	3,630	2,206	2,421	3,229	2,998
Oranges (crates and barrels) ...	7,255	7,192	8,850	10,786	11,747
" (value)...	3,268	4,324	5,764	7,319	7,058
Grapefruit (crates) ...	5,981	3,167	5,386	3,038	4,375
" (value) ...	2,684	1,403	2,596	1,586	1,871
Avocado pears (crates)	2,946	4,344	3,726	5,158	4,845
" " (value) £	567	838	744	1,171	719
Mangoes (crates) ...	6,872	4,084	3,462	8,616	6,056
" (value) ...	931	1,225	1,363	3,164	2,477
Cocoa (lb.) ...	358,112	324,333	344,156	354,578	274,108
" (value) ...	2,550	2,983	3,459	4,168	4,984
Coconuts ...	109,357	103,639	230,170	719,554	1,046,312
" (value) ...	223	249	452	1,991	3,271
Copra (lb.) ...	105,237	247,508	278,793	273,612	116,016
" (value) ...	882	836	1,066	1,497	773
Rum (gal.) ...	24,660	17,521	10,179	3,090	3,339
" (value) ...	3,811	2,281	1,428	424	480
Vanilla (lb.) ...	21	797	609	4,341	9,537
" (value) ...	2	109	152	868	4,048
Bananas (bunches) ...	22,304	37,850	71,527	99,858	114,812
" (value) ...	889	3,253	5,780	8,391	10,658
Hardwood (ft.) ...	65,193	108,466	95,407	131,638	100,000
" (value) ...	405	965	537	710	531
Tobacco Leaf (lb.) ...	1,834	12,800	5,823	3,042	—
" (value)...	144	1,031	349	178	—
Canoes & shells ...	164	267	456	660	474

Montserrat.

During the year the island suffered through failure of the cotton crop as the result of adverse weather conditions. Exports of vegetables showed a marked increase; lime products, however, found limited demand. Economic conditions were generally unfavourable compared with the previous year.

The area planted in cotton in 1937 was about 4,500 acres, slightly more than that in the previous year. Throughout the

growing and harvesting period the crop was handicapped by unfavourable weather. Prolonged drought delayed the early establishment of fields; excessive moisture in the later stages made harvesting and drying of seed cotton difficult, encouraged the development of insect pests and boll diseases and placed difficulties in the way of securing an absolutely reliable and satisfactory seed supply for the following season. The total output of clean lint was 637,723 lb. Prices showed a slight increase and severe competition existed in the local market for supplies of seed cotton.

The crop was readily disposed of at prices ranging from 1s. 7d. to 1s. 9d. per lb. of lint in the United Kingdom and on the Continent.

Tomato cultivation was greatly extended and peasants realized remunerative returns. Other vegetables also found a demand in the Canadian and inter-Colonial market and the industry generally did much to assist peasants in tiding over depressed conditions which attended the cotton crop.

Lime fields also suffered to a considerable extent from the prolonged drought conditions which occurred during the first half of the year. Green limes and lime products found a limited demand abroad; it was possible to avoid any losses on the Canadian market through shipping only on cabled orders from brokers.

The following table shows the relative exports of the principal products of Montserrat during the past five years:—

	1933.	1934.	1935.	1936.	1937.
Cotton (lb.)	599,631	826,581	1,018,041	605,176	637,723
„ (value)	£ 24,577	£ 41,329	£ 54,106	£ 33,950	£ 44,860
„ (acreage planted) ...	2,187	3,106	4,438	4,450	4,500
Cotton seed (tons) ...	216	340	455	418	240
„ „ (value)	£ 723	£ 1,294	£ 1,625	£ 1,097	£ 954
Limes, green or fresh (crates)	9,071	3,674	4,521	568	4,897
Limes, green or fresh (value)	£ 1,324	£ 3,674	£ 1,742	£ 652	£ 780
Lime juice, raw (gal.) ...	48,691	18,183	79,771	46,046	59,878
„ „ „ (value) £ ...	£ 4,231	£ 698	£ 3,417	£ 1,917	£ 2,436
Lime Oil	2,000	2,133	2,309	1,835	3,036
Other vegetables	626	855	1,154	455	340
Tomatoes (crates of 20 lb.)	8,110	8,097	18,334	45,868	40,942
„ „ „ (value) £ ...	£ 1,309	£ 1,350	£ 2,733	£ 6,975	£ 5,891
Onions (lb.)	50,906	65,495	27,630	49,467	12,967
„ (value)	£ 335	£ 397	£ 149	£ 226	£ 58

Virgin Islands.

During the year 1936-7 cotton crop amounting to 6,364 lb. of lint was shipped to England.

The Commissioner of Agriculture has strongly recommended perseverance in cotton as the staple industry and in consequence

a five-year plan has been devised to establish it on a sound footing. A free grant of £500 was obtained in 1936 from the Colonial Development Fund for the eradication of cotton pest host plants, *Thespesia* and *Eriodendron*; and the work is well in hand.

A scheme for tobacco cultivation which was started in 1934 has been revived and there are signs of activity in this industry. Tobacco is being cultivated by a greater number of peasants. A site has been purchased and a factory has been erected at Peter Island.

No arrangements for contract or for non-contract labour are in force and as practically everyone is possessed of his own land paid labour is difficult to obtain.

Cattle, sheep, goats and horses comprise the main items in the livestock industry, while poultry raising is an important secondary industry. The following figures show the estimated annual production:—

				<i>Produced.</i>	<i>Exported.</i>
Cattle	...	...	No.	1,400	1,100
Sheep	...	...	No.	620	545
Goats	...	...	No.	2,460	1,460
Poultry	...	...	Doz.	275	175
Swine	...	...	No.	720	570
Fish	...	...	lb.	60,000	20,000
Fruit and vegetables	...	...		£1,700	1,300

LIVESTOCK OF THE LEEWARD ISLANDS.

Although mechanical ploughs are very suitable for the hard clay soils of Antigua, cattle will for a long time be needed as plough and draught animals in that island and also in St. Kitts-Nevis and Dominica. In the former island a mixed strain with imported Mysore or zebu blood has been found very useful. Horses are used principally by the planters and overseers for riding about the estates. Mules are used to a certain extent for ploughing in both St. Kitts and Antigua. Donkeys are largely the means of transport of the labouring classes. Sheep are only required for the meat markets, and are usually of poor quality. Goats, pigs, and poultry are bred in large quantities for food purposes by the labouring classes.

In Antigua and St. Kitts there are qualified Government veterinary surgeons, who inspect all livestock on importation, examine market animals before and after slaughter, and periodically examine milking cattle. They also look after the health of all horses and mules belonging to the Government. They are allowed private practice among the estates of the island.

An investigation has been made into the incidence of Bovine Tuberculosis in Antigua and measures to combat this disease are receiving consideration.

VII.—COMMERCE.

The total values of the imports and exports of the Colony for the past five years have been as follows:—

	1933. £	1934. £	1935. £	1936. £	1937. £
Imports from—					
United Kingdom ...	269,129	245,654	231,319	278,282	298,781
Canada ...	109,089	112,635	121,792	133,333	154,102
Rest of Empire ...	93,473	86,203	98,948	103,588	147,933
United States of America	75,022	79,973	82,273	95,268	109,074
Other foreign countries	54,780	53,602	44,593	51,913	62,243
Total ...	601,493	578,067	578,925	662,384	772,133
Exports to—					
United Kingdom ...	387,345	379,628	299,481	321,104	685,195
Canada ...	108,997	119,170	184,242	218,978	83,661
Rest of Empire ...	21,265	36,200	40,859	48,053	48,381
United States of America.	20,321	16,957	17,439	16,836	30,941
Other foreign countries	21,688	25,221	29,681	26,462	28,703
Total ...	559,616	577,176	571,702	631,433	876,881
Percentage of value of exported sugar to total exports ...					
	81	77	70	66	74

From the above it will be seen that sugar forms the bulk of the Colony's exports, and that any lowering of the value of sugar exports, due to hurricane, drought, or low prices, is at once reflected not only in the total export trade but automatically in the import trade, because there is less money in circulation. The percentages of imports are as follows:—

	1933. per cent.	1934. per cent.	1935. per cent.	1936. per cent.	1937. per cent.
United Kingdom ...	44	42	40	42	39
Canada ...	18	20	21	20	20
Rest of the Empire ...	16	15	17	15	19
United States of America	12	13	14	15	14
Other foreign countries	10	10	8	8	8

It is interesting to note the extent to which the position of the United Kingdom has been maintained, in spite of the fact that £1 now buys £1 worth of goods in the United States, as contrasted with 13s. worth in 1932 and 1933, after the departure of Great Britain from the Gold Standard. Owing, however, to the lower rate of import duty on British goods, the revenues of the Colony have suffered. The trade with the United Kingdom in motor-cars, shoes, groceries, cotton, and fancy goods might be still further developed, but not by correspondence. Visits of commercial travellers with samples are very necessary.

VIII.—WAGES AND COST OF LIVING.

The day wages of field labourers vary from 1s. to 2s. for men and 6d. to 10d. for women, with about 3s. 6d. to 6s. for artisans. The wages of domestic servants are from 4s. to 12s. a week. Most of the field work on the estates is done by the task, and in the crop season labourers frequently perform two tasks a day, earning from 16s. to 20s. a week. In addition to this estate labourers are usually provided with free medical attendance, houses, and land for planting provisions.

For office workers and professional men the cost of living is about the same as in the country districts of England. The rent of bungalows or small houses is about £40 to £60 a year. The hotels, which are more like small boarding houses, charge between 8s. 4d. and 16s. 8d. a day. The average prices of food-stuffs per lb. are:—bread 4d., flour 3d., fish 4d., beef 8d., and milk 4d. per qt.

IX.—EDUCATION AND WELFARE INSTITUTIONS.

Education.

Elementary or primary schools (all free and undenominational) are maintained by Government throughout Antigua, St. Kitts, and Dominica, and are State-aided in Montserrat and the Virgin Islands. There is an advisory Board of Education in each Presidency. A sum of £27,187 was provided for education in 1937. Pupil teachers are trained locally for three years, and then selected ones are awarded studentships for higher training at the Training College in Trinidad for men, or the Spring Gardens Female Teachers' Training College at Antigua for women. As the outcome of the Mayhew-Marriott Reports, the whole system of education in the West Indies is being considered by two Education Commissioners, Messrs. S. A. Hammond and H. W. Stokes, who have their headquarters in Trinidad and travel about from Colony to Colony.

Antigua.

The Boys' Grammar School, founded in 1884, is open to all races and denominations, but is the property of the Anglican diocese of Antigua. There are about 60 boys on the roll. The teaching staff consists of a headmaster and three whole time and four part time assistants. The Government subsidy in 1937 was £500, in part return for which seven free Government scholarships of £12 a year are given.

The Girls' High School, founded 1886, is open to all races and denominations, and has about 80 pupils, some 20 being boarders. The teaching is arranged for by a headmistress, a

deputy, and five assistant mistresses, resident at the school. The Government subsidy in 1937 was £200, in part return for which there are five free Government scholarships.

The T. O. Robinson Memorial School, founded in 1898, is open to all races and denominations and has about 60 pupils, boys and girls. Miss Robinson, the proprietress, is aided by a teaching staff, and all the usual facilities for instruction and recreation are afforded. There is a School Board, and the Government pays a subsidy of £90 a year.

In Antigua there are 20 Government elementary or primary schools and several small private ones; at Barbuda there is a primary school managed by the Anglican authorities and receiving a Government grant of £90 per annum. There is at St. John's a small night school, held in a Government school-building, under the auspices of Toc H.

St. Kitts-Nevis.

Secondary education in St. Kitts is provided for by a Government Grammar Schools for boys, a Government subsidized High School for girls and a school managed by the Nuns of the Order of Missionary Canonesses of St. Augustine.

In Nevis there is also a Government subsidized school for both boys and girls. The standard aimed at is that of the Cambridge School Certificate.

There are 16 primary schools in St. Kitts; of these three are for infants, two for boys, and two for girls only.

In Nevis there are ten primary schools, one for infants, two for boys, two for girls and five mixed. There are five schools in Anguilla. An Inspector of Schools for the Presidency is stationed in St. Kitts, and in each of the other islands there is an Educational District Officer.

The number of children on the roll for the whole Presidency is 7,867.

There are two Homes for the Poor and Infirm in the Presidency, one at Basseterre, St. Kitts, and the other at Charlestown, Nevis.

Dominica.

Government maintains 28 primary schools at which the total enrolment in 1937 amounted to 7,734. There are five other schools of this nature operating, three of which receive a grant-in-aid from public funds; the remaining two are unaided and controlled by the Roman Catholic Body. Secondary education for boys is obtainable at the Government Grammar School in Roseau where the average attendance during the year was 40. The fees payable at this institution aggregate £6 *per capita* for the year and there are three scholarships available

every year representing an annual value of £9 in the case of those from town schools and £19 in that of schools in the districts.

In addition to the foregoing the Order of the Faithful Virgin maintains, with the assistance of Public Funds, a Convent for girls, 65 attending in 1937; while the Wesley High School for girls had an attendance of 12; the fees for attendance at the former institution vary from 12s. to £2 10s. per term in the various stages of the school, those of the latter from 24s. to 33s.

There is also a lower boys' secondary school designed to meet the needs of the poorer classes, named St. Mary's Academy; it is under the control of the Bishop of Roseau and has an average attendance of 35 boys. The fees for attending this school vary from 15s. to 25s. per term.

Night schools exist at Roseau and Portsmouth, and agricultural instruction is obtainable both at the Government primary schools and at the Botanical Gardens.

Montserrat.

A sum of £2,726 was spent on education in 1937.

There were 12 elementary schools staffed by 33 teachers and 28 pupil teachers. The scholars on the roll numbered 2,853.

A grammar school for boys is maintained by the Government; the cost in 1936 was £600. A secondary school for girls and children receives a Government grant of £100 a year. Scholarships tenable at both secondary schools are awarded to scholars from primary schools.

Virgin Islands.

1,268 children are enrolled in the primary schools, all denominational and Government-aided. There are no secondary schools.

Welfare.

A small reformatory school exists at Antigua for about 20 boys. Reference has already been made in the chapter on the health of the Colony to homes for the aged and infirm and to the crèche system in the various Presidencies. A number of Mutual Friendly Societies exist with funds for sickness and burials, organized either in conjunction with the different churches or of an undenominational character.

There are Lodges of Freemasons in most of the Presidencies.

The principal religious denominations in the Colony are the Anglican, Wesleyan, Moravian Mission, Roman Catholic (very numerous in Dominica), and some minor sects of American origin. The Salvation Army has also rendered useful service of a general nature for some years past. There are now about

250 boy scouts and 400 girl guides in the Colony. The Toc H Association has been established in Antigua, the first branch in the West Indies.

Recreation.

Forms of recreation are plentiful for all classes. Sea-bathing in the warm blue-green water off the palm-fringed white beaches of Antigua and Anguilla is as good as can be found anywhere in the world; and in places in the other islands is also very good. Sailing and fishing are indulged in to a limited extent. Cricket is a sport that appeals to popular enthusiasm throughout the islands, and the inter-Presidential annual tournament always creates the greatest excitement. Tennis clubs exist in all the Presidencies, and it can be played on grass courts all the year round. Association football has become popular in recent years during the winter months. There is a 9-hole golf course at Antigua.

X.—COMMUNICATIONS AND TRANSPORT.

Sea.

The principal islands of the Colony are served by the following steamship companies:—

Canadian National.—From Canada.

Ocean Dominion.—From Canada.

Bermuda and West Indies (Funness Withy).—From New York.

American Carribbean Line.—From New York.

Harrison Line.—From England.

Compagnie Générale Transatlantique.—From Havre.

Smaller steamships of the Dutch Line also call at St. Kitts, and schooners and sloops make irregular calls at most of the islands. His Majesty's ships from the American and West Indies Station (headquarters, Bermuda), occasionally spend a few days among the islands, particularly in the winter months. During 1937, 1,275 British steamships, of a total tonnage of 5,221,364 tons, and 523 foreign steamships, of a total tonnage of 1,043,363 tons, entered and cleared the ports of the Colony.

Air.

The branch of Pan-American Airways that flies between Miami and Trinidad calls regularly for passengers and mails on Mondays and Fridays at Antigua.

Roads.

In Antigua there are 166 miles of roads (65 miles being main roads), traversed by motors, carriages, ox waggons, horses, and donkeys; the latter, pannier-carrying, being a feature of peasant

transport for produce. There are also motor-omnibus services in most of the Presidencies. In St. Kitts there is a main road 30 miles in length encircling the island. In Nevis there is a similar encircling road 18 miles in length. Anguilla has about 20 miles of good roads, but there are only about a dozen cars on the island. Dominica roads are a most difficult problem owing to the mountains and rivers and frequent landslides. There are now about 270 miles of roads of which 68 are motor roads. A launch service takes the place of an impassable road between Roseau and Portsmouth. Montserrat has 68 miles of roads, but not more than about half this distance is really suitable for motor traffic. The Virgin Islands have no motor roads outside Road Town, all land traffic being by horseback or donkey-back.

As mentioned in Chapter VI, there are narrow-gauge railways in Antigua and St. Kitts, but these are only for sugar transport.

Posts, Telegraphs, and Telephones.

There are central Post Offices at St. John's, Basseterre, Roseau, Plymouth and Road Town; and 16 sub-offices in Antigua, 10 in St. Kitts-Nevis, 13 in Dominica, 4 in Montserrat, and 4 in the Virgin Islands. There is an annual overseas traffic of about two million letters and postal packages.

The telephone service throughout the islands is of the metallic earth system. In addition to a central exchange in each of the larger islands there are 2 sub-exchanges and 308 subscribers in Antigua; 3 sub-exchanges and 246 subscribers in St. Kitts-Nevis; 5 sub-exchanges and 146 subscribers in Dominica; and 2 sub-exchanges and 49 subscribers in Montserrat. There are also a few miles of telephone service in Anguilla.

The wireless telegraph system (owned by Cable and Wireless, Ltd.), is established at Antigua, St. Kitts, and Dominica, and a similar one, owned by the Government but operated by the Company in Montserrat.

XI.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

British currency is legal tender throughout the Colony, but in the Virgin Islands, where there is no bank and where practically all trade is done with St. Thomas, either American or Danish currency circulates along with British. Government accounts are kept in all the Presidencies in sterling, but in the banks and in many commercial houses the dollar system is used at a standard rate of \$4.80 to the £. Barclay's Bank (D.C.O.) has

branches at Antigua, St. Kitts, and Dominica. The Royal Bank of Canada has branches at Antigua, St. Kitts, Dominica, and Montserrat. These banks pay a Government stamp duty of £62 10s. od. per annum each in Antigua and St. Kitts-Nevis, £25 in Dominica and £15 in Montserrat. Each has a note issue of \$5 notes, to the amount of between \$30,000 and \$50,000 in circulation. They each have a Savings Bank section, which was paying $1\frac{1}{2}$ per cent. interest on deposits in 1936. Government Savings Banks also operate in the principal islands. Amounts to the credit of depositors, on which interest is paid at $2\frac{1}{2}$ per cent., were as follows:—

• *Government Savings Banks.*

	31st December, 1933.	31st December, 1934.	31st December, 1935.	31st December, 1936.	31st December, 1937.
	£	£	£	£	£
Antigua	16,534	16,968	17,890	20,040	24,758
St. Kitts-Nevis ...	3,925	4,115	4,375	5,394	6,875
Dominica	5,409	5,056	4,899	6,180	6,573
Montserrat	724	627	667	689	1,321
Virgin Islands ...	1,756	1,296	2,587	3,371	2,349
Total for the Colony	28,348	28,062	30,418	35,674	41,876

There are no Agricultural Banks, except a small privately-managed one in the Virgin Islands.

Weights and Measures.

Weights and measures are standard Imperial and are periodically examined by Government inspectors.

XII.—PUBLIC WORKS.

Antigua.

A Superintendent of Public Works is assisted by a road overseer and assistant road overseer, a clerk, a storekeeper and a temporary draughtsman. The Superintendent is also Chairman of the St. John City Commissioners, and has for staff a city clerk and a junior clerk.

Works undertaken during the year consisted of the usual maintenance of Government buildings, property, waterworks and roads.

The new Customs warehouse in steel and reinforced concrete to take the place of the dilapidated old wooden structure, and

the new store for the Public Works Department which were started in 1936, were completed.

Colonial Development Fund works.—Progress was made with the road reconstruction scheme, comprising the roads to Fort James and to English Harbour via the Antigua Sugar Factory and All Saints, and the rebuilding of certain of the city streets, including a bridge at the south end of Market Street to deal with storm water. The greater part of this work was completed. Approval was received at the end of the year for a further scheme of road reconstruction estimated to cost £12,673.

St. Kitts-Nevis.

Staff.—A Surveyor of Works (who is also Superintendent of Telephones), assisted by a clerk, and by an executive officer in Nevis, constitute the principal staff in this Presidency. Nothing much beyond ordinary maintenance work was possible during the year. The improvement in the streets of Basseterre continues to be effected by oiling the surface and making concrete drains and pavements.

Colonial Development Fund works.—The Nevis Land Settlement Scheme continues to make progress.

Dominica.

Staff.—A Colonial Engineer assisted by two road overseers and an electrician comprise the senior Public Works staff here.

Works undertaken.—During the past year the chief undertaking of the Public Works Department was the completion of the road from Portsmouth to Hatton Garden costing £36,000. The cost of this work was financed from Colonial Development Funds.

During the last few months of the year torrential rains were experienced, with heavy floods causing considerable damage to roads, bridges, etc.

Montserrat.

Staff.—An Inspector of Works and Roads works under the general supervision of the Commissioner. He is also in charge of the telephone system.

A programme of reconstruction work costing £21,000 which was started in 1936 and which included the reconstruction of the hospital, Belham Bridge, the prison, the Court House and Government House was continued during the year.

Colonial Development Fund works.—The extension of the water supply to country villages and the laying of concrete drains in the villages have greatly improved the conditions of life of the labouring peasant population.

Virgin Islands.

The Commissioner supervises any public works. No work of importance was undertaken in 1937.

XIII.—JUSTICE, POLICE AND PRISONS.

Justice.

The Superior Courts of the Colony are presided over by the Chief Justice or Puisne Judge. Circuit Courts, with a jury of nine, are held three times a year each at Antigua, St. Kitts, Nevis, Dominica, and Montserrat, and, as occasion requires, at Tortola. The Attorney-General or the Crown Attorneys have the function of a Grand Jury. A Court of Summary Jurisdiction, without a jury, for civil cases where less than £50 is involved, is held monthly in Antigua, St. Kitts, Dominica, and the Virgin Islands, on alternate months in Montserrat, and quarterly in Anguilla. The Commissioners of Montserrat and the Virgin Islands act as Deputy Judges for this purpose. Appeals from the Supreme Court lie to the West Indian Court of Appeal, and from the Summary Courts to the Supreme Court. Magistrates in each Presidency deal with minor cases. In Antigua there are two Magistrates (one being for Barbuda), in St. Kitts-Nevis four, in Dominica three, and in Montserrat and the Virgin Islands one each (the Commissioners). The principal Magistrate in St. Kitts and Dominica is also the Crown Attorney. Appeals from the Magistrates' Courts go to a Judge of the Supreme Court, and in further appeal to the Full Court, which is held twice a year in Antigua and consists of the Chief Justice and Puisne Judge. The time for the payment of fines may be deferred, or they may be paid in instalments.

In each Presidency there are Justices of the Peace, but with very limited powers. Any two may act for a Magistrate, if the latter is an interested party. First offenders are frequently bound over and the assistance of one of the clergy invoked to help the person. Juvenile offenders are usually dealt with at a separate hour of the Court or else in the Magistrate's room.

The following table shows the number of convictions for various crimes and offences for the last four years:—

					1934.	1935.	1936.	1937.
Summary convictions :—								
1.	Offences against the person ...				1,253	1,138	1,213	1,253
2.	Praedial larceny ...				403	513	460	489
3.	{	Malicious injuries to property ...			36	40	27	18
		Offences against property (other than praedial larceny and malicious injuries to property)			310	291	312	338
4.	Other crimes ...				1,445	1,997	1,755	1,516
	Offences against the Masters and Servants Act, including Acts relative to Indentured Coolies ...				62	81	119	139
	Offences against Revenue Laws, Municipal, Road and other Laws relating to the social economy of the Colony ...				2,578	2,731	3,101	2,535
	Miscellaneous minor offences ...				3,019	2,883	2,748	3,274
Totals ...					9,106	9,674	9,735	9,562

Convictions in the Superior Courts:—

1.	{	Murder of wife or concubine ...	—	—	—	—
		Murder of child	2	—	—	—
		Murder other than wife, concubine or child	5	—	—	2
		Manslaughter	1	1	—	1
2.	{	Attempted Murder	—	—	1	1
		Rape	—	4	4	2
		Unnatural crime	—	—	2	—
		Other Offences against the person	18	24	77	12
3.	{	Praedial larceny	3	7	5	12
4.	{	Offences against property with violence to the person... ..	—	—	1	—
		Other offences against property...	42	31	37	25
5.	{	Other crimes	13	15	29	16
Total			84	82	156	71

Police.

The Police Force is a Federal one and consists of two Superintendents, four Assistant Superintendents, and 148 N.C.Os. and men, all under the command of a Commissioner who has his headquarters at Antigua. A Superintendent and an Assistant Superintendent are usually stationed in Dominica, and in St. Kitts-Nevis. In Montserrat there is an Assistant Superintendent. The Commissioner of Police is also Commandant of the Defence Force of the Colony, and the Superintendents and Assistant Superintendents hold rank therein as Captains and Lieutenants respectively.

The period of first enlistment and re-engagement for N.C.Os. and men is three years. All men take part in musketry training and ambulance work in addition to their ordinary police duties. There are also 350 local constables enrolled, who can be called upon when required for extra assistance in the country districts.

Prisons.

The central prison for the Colony is at St. John's, Antigua. It has accommodation for 90 males and 47 females, and is staffed by a head warder, a matron, nine wardens and one wardress. £752 was expended on personal emoluments during the year. Instruction is given to the male prisoners in carpentry, tin-smithing, baking, and to the females in laundry and sewing. Elementary education is voluntarily given to some of the more illiterate prisoners by certain members of the Toc H. Association, and the Prison Chaplain gives instruction in religion. Prisoners are also employed within the prison on stone-breaking, cleaning, etc., and certain of the male prisoners outside on road-work, in the Botanic gardens, pauper cemetery, and other public institutions. The prison bakery made over 30,000 lb. of bread during the year, supplying both the Prison and the Reformatory Training School.

155 males and 29 females were committed during the year, 18 males and 1 female coming from other Presidencies. The daily average was 80 males and 5 females. There are 77 individual cells for males and 25 for females; and 1 association cell for 5 males, and 1 for females. There is an average of about 500 cubic feet of cell space per prisoner. There is also an infirmary on the male side to hold 9 and another on the female side to hold 3. The Prison Medical Officer pays daily visits. Prisoners who are seriously ill are treated under suitable precautions at the island hospital. There are 10 Visiting Justices to the Prison, who hold periodical meetings there to enquire into complaints and to consider questions of prison discipline. The boys' Reformatory School has already been referred to in the chapter on Education.

Numbers of prisoners.

Daily average in Prisons of the Colony for five years.

	1933.	1934.	1935.	1936.	1937.
Antigua (Central Prison)	51	24	22	69	85
St. Kitts-Nevis ...	41	48	64	80	42
Dominica ...	36	49	55	67	45
Montserrat ...	10	8	7	7	9
Virgin Islands ...	—	—	—	3	—
Total ...	138	129	148	226	181

St. Kitts-Nevis.

The prison is at Basseterre and consists of a group of stone buildings surrounded by a 14 ft. wall. On the male side there are 16 cells of 18 ft. by 10 ft. each, and on the female side 10 cells of about the same size. The average cubic foot space per prisoner is 714 ft.

223 males and 69 females were committed during the year, mostly on short sentences. The staff consisted of a keeper and six male warders and a matron and a wardress at a cost of £647. Prisoners are taught and employed in the same manner as at Antigua, and sick prisoners are dealt with in similar fashion.

Dominica.

The prison is at Roseau, and consists of a group of stone buildings enclosed by a high stone wall. There are 20 cells for males and 8 for females, with an average cubic space per prisoner of 672 ft.

223 males and 139 females were committed during the year, mostly on short sentences. The staff consisted of a keeper, six male warders, a matron, and one wardress, at a cost of £519. Prisoners are taught and employed in the same manner as at Antigua, and sick prisoners are dealt with in similar fashion.

Montserrat.

The present prison at Plymouth is stone-built. There are 8 cells for males and 3 for females, with an average cubic space per prisoner of about 600 ft. 102 males and 8 females were committed during the year. The staff consisted of a keeper, a male warder, and a matron, at a cost of £157. Male prisoners with sentences over six months and females with sentences of over two months are transferred to the Antigua Prison. Owing to damage to buildings by earthquakes an additional warder is employed temporarily for night duty. A new prison is being constructed as the present one has been condemned owing to damage by earthquakes.

Virgin Islands.

The prison at Tortola is a large stone building more than sufficient for the needs of the Presidency. Only 10 prisoners were committed during the year. The staff consisted of a keeper, who is also the Corporal of Police, and a matron, at a cost of £14.

All the prisons of the Colony are kept scrupulously clean, and in St. Kitts, Dominica, and Montserrat the Superintendents of Police have supervising powers as officers-in-charge of prison discipline.

XIV.—LEGISLATION.*Colony.*

The General Legislative Council met in April and November, 1937. Legislation governing workmen's compensation and minimum wages for labour was enacted to comply with the provisions of certain International Labour Conventions. A much needed revision of the Medical Act, the Lepers Act and Dangerous Drug legislation were also enacted.

Antigua.

The Savings Bank law was revised and brought up to date. An Ordinance providing for the imposition of a quota on sugar exports was passed.

Dominica.

The laws relating to Trade and Professional licences and Savings Bank were revised and brought up to date. An Ordinance was passed revising the constitution of the Roseau Town Council and another important item of legislation regulated the opening hours of shops.

Montserrat.

No important legislation.

St. Kitts-Nevis.

Ordinances providing for the continuance of a 25 per cent. surtax on customs imports and for the remission of export duty on sugar, etc., were passed.

Virgin Islands.

The Savings Bank Ordinance was revised and brought up to date. Certain amendments were made in the customs tariff.

XV.—PUBLIC FINANCE AND TAXATION.

The following is a comparative table of the local revenue and expenditure of the Colony as a whole and its five component Presidencies for the past five financial years:—

	<i>Antigua.</i>	<i>St. Kitts- Nevis.</i>	<i>Dominica.</i>	<i>Mont- serrat.</i>	<i>Virgin Islands.</i>	<i>Leeward Islands Colony.</i>
1933.						
Revenue ...	88,061	91,714	57,207	17,564	4,485	259,031
Expenditure	81,006	82,896	64,360	26,763	6,782	261,807
Surplus or Deficit ...	+7,055	+8,818	-7,153	-9,199	-2,297	-2,776
1934.						
Revenue ...	80,620	101,847	52,332	18,189	4,531	257,519
Expenditure	80,351	86,497	63,837	22,750	5,874	259,309
Surplus or Deficit ...	+269	+15,350	-11,505	-4,561	-1,343	-1,790
1935.						
Revenue ...	83,846	101,595	51,846	29,140	7,328	273,755
Expenditure	85,420	92,189	62,896	25,927	5,881	272,313
Surplus or Deficit ...	-1,574	+9,406	-11,050	+3,213	+1,447	+1,442
1936.						
Revenue ...	84,734	107,751	52,925	25,667	4,993	276,070
Expenditure	88,849	96,648	64,162	26,650	5,501	281,810
Surplus or Deficit ...	-4,115	+11,103	-11,237	-983	-508	-5,740
1937.						
Revenue ...	111,118	123,500	65,119	30,176	13,481	343,394
Expenditure	90,325	104,713	68,858	32,025	6,576	302,497
Surplus or Deficit ...	+20,793	+18,787	-3,739	-1,849	+6,905	+40,897

The following sums were received by the Colony from Imperial Funds during the year:—

	£
<i>Antigua</i> —	
Loan in aid of administration	1,000
Grants and loans for Colonial Development schemes ...	20,481
<i>St. Kitts-Nevis</i> —	
Grants and loans for Colonial Development schemes ...	303
<i>Dominica</i> —	
Loan in aid of administration, agriculture, etc. ...	5,000
Grants and loans for Colonial Development schemes ...	3,507
<i>Montserrat</i> —	
Loan in aid of administration	2,700
Grants and loans for Colonial Development schemes ...	204
<i>Virgin Islands</i> —	
Grant for Colonial Development scheme	1,200

The outstanding Public Debts and Sinking Funds of the Colony as at 31st December, 1937 were as follows:—

	<i>Total Debt.</i>			<i>Sinking Fund (Market value).</i>
	£			£
Antigua	67,875			13,143
St. Kitts-Nevis	59,331			31,994
Dominica	196,603			1,517
Montserrat	12,979			2,611
Virgin Islands	Nil			Nil
Total	336,788			49,265

The main heads of taxation and their yields were approximately as follows:—

	<i>Antigua.</i>	<i>St. Kitts- Nevis.</i>	<i>Dominica.</i>	<i>Mont- serrat.</i>	<i>Virgin Islands.</i>	<i>Total.</i>
	£	£	£	£	£	£
Customs	54,513	62,672	27,694	13,412	2,576	160,867
Harbour, etc., dues	2,315	12,398	3,192	408	126	18,439
Internal Revenue ...	23,163	26,645	12,457	5,003	1,221	68,489
Fees	8,745	3,491	3,639	1,007	420	17,302
Post Office Tele- phones, Light, etc.	15,268	16,296	13,957	9,882	8,664	64,067
Miscellaneous ...	5,474	240	4,007	150	34	9,905

The Customs Tariff is arranged on either an *ad valorem* or a specific basis. The *ad valorem* rate is mainly on manufactured articles and is usually 10 per cent. British preferential and 15 per cent. general. As a result of the Ottawa Conference, certain improvements in favour of Empire goods were made in the tariffs throughout the Colony. Quotas were established for foreign textiles in 1934. Excise duties are leviable on locally made spirits or tobacco in such Presidencies as make them. Stamp duties are governed by Federal Statutes and are uniform throughout the Colony. There is no hut or poll tax. Receipts from sales of stamps in the Colony totalled £52,674 in 1937 on account of the Coronation issue. The receipts for 1936 were £12,249.

APPENDIX.

BIBLIOGRAPHY.

(a) OFFICIAL OR SEMI-OFFICIAL PUBLICATIONS.

<i>Name.</i>	<i>Author.</i>	<i>Publisher.</i>	<i>Date.</i>	<i>Price.</i>
Leeward Islands Gazette ...	—	Antigua Government Printing Office.	Weekly	8s. 4d. per annum in Leeward Islands; 12s. 6d. elsewhere.
Leeward Islands Blue Book	—	Do. do.	Annually	8s. 4d.
St. Christopher-Nevis Gazette	—	St. Kitts Bulletin Office	Weekly	4s. 2d. per annum
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<i>Name.</i>	<i>Author.</i>	<i>Publisher.</i>	<i>Date.</i>	<i>Price.</i>
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History, Resources, and Progress of British West Indies.	Sir A. Aspinall	Pitman	1912	7s. 6d.
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Hints to Settlers in Dominica	Sir H. Bell ...	Imperial Department of Agriculture.	1903	—
Handbook of the West Indies	Sir A. Aspinall	West India Committee	1929	5s. 6d.
Handbook of St. Kitts-Nevis	Katherine J. Burdon.	West India Committee	1920	1s. 6d.

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English in the West Indies ...	J. A. Froude ...	Longman, Green & Co.	1888	18s. od.
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Wayfarer in the West Indies	Sir A. Aspinall	West India Committee	1928	8s. od.

(c) HISTORICAL PUBLICATIONS.

1 Account of the Island of Antigua.	John Luffman	T. Cadell, Strand, London.	1798	—
Campaign in the West Indies in the year 1794.	Willyams ...	T. Bensley, London ...	1796	—
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Strange places and Strange peoples.	Do. do.	Do. do.	1936	12s. 6d.

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<i>Name.</i>	<i>Author.</i>	<i>Publisher.</i>	<i>Date.</i>	<i>Price</i>
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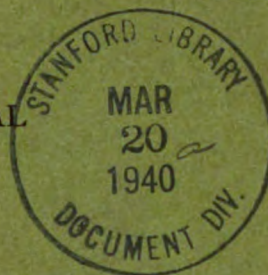
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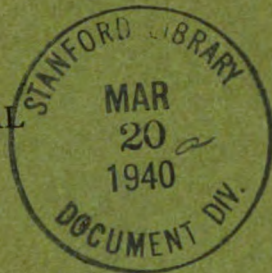
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No. 1898

Annual Report on the Social and Economic
Progress of the People of

BASUTOLAND, 1938

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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF BASUTOLAND FOR THE YEAR 1938

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I.—GEOGRAPHY, CLIMATE AND HISTORY.

Basutoland is bounded on the west by the Orange Free State, on the north by the Orange Free State and Natal, on the east by Natal and East Griqualand, and on the south by the Cape Province. 11,716 square miles in area, Basutoland lies between 28° 35' and 30° 40' South latitude and between 27° and 29° 30' East longitude.

The altitude varies from 5,000 feet to 11,000 feet above sea-level. The Maluti Mountains, which occupy most of the territory to the east, were in former years reserved for grazing purposes but, owing to the pressure in the lowlands where the bulk of the population is concentrated, this area has become comparatively thickly populated.

The climate is dry and bracing, with extremes of heat and cold both seasonal and diurnal. High altitude, electric tension, and long periods of strong sunshine without clouds or rain necessitate for European residents periodic changes to the coast level where the air is more humid.

The temperature varies from a maximum of 93° F. to a minimum of 11° F. The rainfall is capricious, the average being approximately 30 inches per annum, but it fluctuates much above and below this figure. The rainfall in 1938 recorded at the different stations in the territory varied between 36 and 23 inches.

The Basuto as a nation did not come into prominence until 1818, when Moshesh, a minor chief of the Bakwena tribe in North Basutoland, gathered together the remnants of the various clans that had been scattered by the raids of the Zulu and Matabele.

The new nation went through many vicissitudes of fortune, first with the emigrant Boers of the Great Trek, and then with the British under General Cathcart in 1852. From 1856 until 1868 there was a series of wars with the Orange Free State burghers and, being hard pressed and having lost a large portion of his country (now known as "the Conquered Territory"), Moshesh sought the protection of the British Government. This was granted and carried into effect by Sir Philip Wodehouse, the Governor of the Cape, by a Proclamation dated the 12th March, 1868.

It is interesting that, although Moshesh asked for British protection, the Basuto were received as British subjects and not as protected subjects by the Proclamation of 1868, part of which reads:—

"Now therefore, I do hereby proclaim and declare that from and after publication hereof the said tribe of Basuto shall be taken to be British subjects, and the territory of the said tribe shall be taken to be British territory."

The country remained in a very unsettled condition until it was annexed to the Cape Colony by an Act of the Cape Legislature, No. 12 of 1871. The Act expressly declared that the territory was not to be subject to the general laws of the Colony, and gave the Governor power to legislate for it by proclamation and to extend to it by proclamation any Cape Act not otherwise in force therein.

The people never took kindly to the Cape Colonial rule, and after various disturbances the Government of the Cape, in 1880, extended to Basutoland the provisions of the Cape Peace Preservation Act of 1878, which included a clause for the general disarmament of the Basuto. They refused to accept the terms

and, after a war lasting nearly a year, an agreement was arrived at under which the Act was repealed and certain fines were paid by the tribe.

Although outwardly peace was restored, there still remained several chiefs who would not submit, and it was eventually decided by the Government of the Cape Colony to hand over the administration to the Imperial Government. This was effected by Order in Council of 2nd February, 1884, which was proclaimed and brought into force by Proclamation No. 75A of 18th March, 1884. This Proclamation defined the boundaries of the Territory and restored it to the direct control of the Queen through Her Majesty's High Commissioner for South Africa.

II.—GOVERNMENT.

The Territory is governed by a Resident Commissioner under the direction of the High Commissioner for Basutoland, the Bechuanaland Protectorate and Swaziland, the latter possessing legislative authority, which is exercised by proclamation promulgated in the official *Gazette*. The Financial Secretary prepares the Estimates of Revenue and Expenditure and the Annual Accounts. Until 1931 the Office of the High Commissioner was held by the Governor-General of the Union of South Africa, but with the close of the Earl of Athlone's period of office the two posts were separated.

For administrative purposes the country is divided into seven districts under District Commissioners: Maseru, Leribe (including the sub-district of Butha Buthe), Teyateyaneng, Mafeteng, Mohale's Hoek, Quthing, and Qacha's Nek (with the sub-district of Mokhotlong). These districts are divided into chiefdoms and sub-chiefdoms presided over by the hereditary chiefs and sub-chiefs allied to the Moshesh family who are responsible to the Paramount Chief in all matters relating to native law and custom.

In 1903 there was established a Basutoland Council in place of the National Pitso which was previously held once every year. Its constitution and functions are defined by Proclamation No. 7 of 31st March, 1910. The Council consists of 100 members, including the Paramount Chief as Chief Councillor with the Resident Commissioner as President. The Resident Commissioner nominates five members and the remaining 94 are nominated by the Paramount Chief and confirmed in their appointments by the Resident Commissioner. The Council exists for the discussion of the domestic affairs of the Territory.

The 1938 Session of the Council took place in November. The Councillors asked many questions concerning the Joint Statement issued by General Hertzog and the Secretary of State for Dominion Affairs regarding the transfer of the government of the High Commission Territories to the Union and the

formation of the Joint Advisory Conference established to study openings for co-operation between the Union Government and the Administrations of the High Commission Territories in matters affecting the development of the Territories and to consider any matters of joint concern.

The details of execution of the various Government schemes for the improvement of the people's health, agriculture and education were discussed and recommendations were made to the Government. The Director of Agriculture and the Principal Medical Officer, as is customary, addressed the Council, outlining the work of their respective departments during the year, and answering questions put to them by the Council.

The Council then debated its own constitution and certain native laws and customs.

III.—POPULATION.

The following are comparative figures for the years 1921 and 1936, and indicate the increase and distribution of the population.

District.	1921.						1936.						Increase or Decrease.					
	Males.			Females.			Persons.			Males.			Females.			Persons.		

BASUTOLAND, 1938

7

NATIVES (BANTU).													
Berea ...	24,133	32,541	56,674	22,531	32,991	55,522	1,602	450	1,152	6,64	1,38	—	2.03
Butha Buthe ...	46,357	61,437	107,794	14,467	20,402	34,809	8,501	15,950	24,451	18,34	25,96	22,68	
Leribe ...	30,016	37,263	67,279	40,391	56,985	97,376		378	3,207	3,585	1,26	8,61	5,33
Mafeteng ...	44,550	54,828	99,378	30,394	40,470	70,804	2,322	6,537	8,859	5,21	11,92	8,91	
Maseru ...	27,132	33,436	60,568	46,872	61,365	108,237	496	4,245	4,741	1,83	12,70	7,83	
Mohale's Hoek ...	32,668	33,525	66,193	16,552	19,860	36,412	4,512	11,839	16,351	13,81	35,31	24,70	
Mokhotlong ...	17,486	20,565	38,051	20,628	25,504	46,132		1,756	4,745	6,501	10,04	23,07	17,08
Qacha's Nek ...				19,242	25,310	44,552							
Quthing ...													
Total	222,342	273,595	495,937	238,705	320,568	559,273	16,363	46,973	63,336	7,36	17,17	12,77	

COLOURED (OTHER THAN BANTU).*

		62	74	136	{ 70	49	119	8	25	17	12,90	33,78	12,50
Berea ...	...	127	84	211	{ 89	96	185	136	175	311	107,09	208,33	147,39
Butha Buthe ...	...	115	106	221	174	163	337	—	32	27	—	30,19	12,22
Leribe ...	...	119	147	266	110	138	248	5	21	65	36,97	14,29	24,44
Mafeteng ...	...	140	141	281	163	168	331	44	—	48	—	22,69	17,08
Maseru ...	...	17	13	30	124	109	233	16	32	51	11,43	153,85	170,01
Mohale's Hoek ...	...	47	49	96	{ 14	2	16	31	20	26	182,36	—	27,08
Mokhotlong ...	...				34	31	65	—	11	—	31,91	22,45	29,25
Qacha's Nek ...	...				32	38	70	15	—	—	29,17	29,31	29,25
Quthing ...	...											
Total	...	627	614	1,241	810	794	1,604	183	180	363	29,17	29,31	29,25

* Asiatic included with Coloured.

The following table enumerates the native (Bantu) population, and absentees stated to be absent at labour centres:—

<i>District.</i>	<i>Population Enumerated.</i>			<i>Absentees at Labour Centres.</i>			<i>Total Population.</i>		
	<i>Males.</i>	<i>Females.</i>	<i>Persons.</i>	<i>Males.</i>	<i>Females.</i>	<i>Persons.</i>	<i>Males.</i>	<i>Females.</i>	<i>Persons.</i>
1. Berea ...	22,531	32,991	55,522	8,953	1,865	10,818	31,484	34,856	66,340
2. Butha Buthe ...	14,467	20,402	34,869	6,180	2,267	8,447	20,647	22,669	43,316
3. Leribe ...	40,391	56,985	97,376	13,715	2,375	16,090	54,106	59,360	113,466
4. Mafeteng ...	30,394	40,470	70,864	9,746	2,454	12,200	40,140	42,924	83,064
5. Maseru ...	46,872	61,365	108,237	16,771	6,808	23,579	63,643	68,173	131,816
6. Mhale's Hoek ...	27,628	37,681	65,309	7,028	916	7,944	34,656	38,597	73,253
7. Mokhotlong ...	16,552	19,860	36,412	2,519	490	3,009	19,071	20,350	39,421
8. Qacha's Nek ...	20,628	25,504	46,132	6,674	2,784	9,458	27,302	28,288	55,590
9. Quthing ...	19,242	25,310	44,552	7,018	2,710	9,728	26,260	28,020	54,280
Total ...	238,705	320,568	559,273	78,604	22,669	101,273	317,309	343,237	660,546

The following is a comparative statement of the density of the population (other than European) in 1911, 1921 and 1936:—

	1911.	1921.	1936.
Number of persons per square mile ...	34·41	42·44	47·99
Number of acres per head of population	18·60	15·08	13·33
Number of occupied huts per square mile.	10·86	16·99	20·42
Number of persons to each hut... ..	3·61	2·84	2·35

There is no compulsory registration of births or deaths, and figures for the number of marriages according to Native custom are not available. Marriages according to Christian rites numbered 1,289 during 1938, compared with 1,345 in 1937.

IV.—HEALTH.

The medical staff of the Territory consists of a Principal Medical Officer, nine Medical Officers, one Assistant Medical Officer, and one District Surgeon. A Medical Officer is stationed at each district headquarters and an Assistant Medical Officer or a District Surgeon at the two sub-district headquarters. There are also a Medical Superintendent and a Medical Officer at the Leper Settlement.

The untimely death of the African Assistant Medical Officer at Mokhotlong, Dr. Motebang, in June, 1938, has been a great loss to the Territory. As no other qualified African doctor could be secured to fill the vacancy a temporary European Medical Officer has been posted to carry on the work. It is hoped in due course to obtain the services of another African doctor for this station.

There are five Governmental general hospitals staffed by qualified European nurses with Native subordinate nursing staff and three smaller cottage hospitals entirely staffed by Native nurses of whom three are trained and certificated. When the Quthing hospital is completed in March, 1939, there will be accommodation for 240 Native and 13 European patients in Government hospitals. At each of the district and sub-district headquarters daily dispensary clinics are conducted by the Medical Officer in charge. The medicines prescribed by the Medical Officers are dispensed by trained African dispensers.

Hospital services in the Territory have been very appreciably augmented by the establishment of three Medical Missions, to which reference was made in the report for 1937. These hospitals are situated at Morija, Roma and Ntaote and beds are available for 26, 28 and 16 patients respectively.

As a result of efforts by Government and Missions the accommodation available for Native patients will have been increased from 140 beds in 1935 to 310 beds in April, 1939, which is

approximately one bed per 1,900 of the Native population as compared with one bed per 4,000 of the population in 1935.

The following were the major developments accomplished during 1938:—

(a) Extension of Mafeteng hospital from 22 to 42 beds completed and functioning.

(b) Maternity block at Maseru hospital (16 beds) completed and functioning.

(c) Extension to Quthing hospital from 12 to 26 beds will be ready to function in March, 1939. This includes isolation rooms, new operating theatre and laundry.

(d) Rest-houses each consisting of five rooms to shelter out-patients coming from long distances completed at Leribe and Qacha's Nek and nearing completion at Mafeteng and Maseru.

(e) Protection of Native village water supplies. This important public health measure of protecting village springs from pollution and at the same time increasing the water available for household purposes by preventing seepage was continued in 1938. A total of 200 springs were dealt with in Butha Buthe, Leribe, Teyateyaneng, Maseru and Mafeteng districts. The average cost per spring is under 40s. Government provides the material and skilled labour and the village residents the unskilled labour. The results have been so gratifying that dozens of applications are now being received from chiefs and headmen of villages neighbouring those where the work has been completed. The Government intends to continue dealing with 200 to 250 springs per annum.

(f) Smallpox Vaccination Campaign. Early in 1938 a smallpox epidemic occurred on the Witwatersrand in the Transvaal whence large numbers of Basuto return after periods of work and as a very large proportion of the Basuto were unvaccinated Government began a vaccination campaign throughout the Territory. By the end of the year approximately 376,000 vaccinations had been carried out.

(g) The erection of manure " Baber " fly traps which was commenced in Maseru in 1937 is being continued. Ten additional " traps " were erected in 1938.

(h) The installation of water-borne sewage throughout the Maseru Hospital was completed in 1938.

Government Hospitals and Dispensaries.

Four thousand, four hundred and thirty-four patients were treated in Government hospitals, as compared with 3,644 in 1937; and 2,593 operations (907 major) were performed. The

increased number of in-patients was due to the larger number of beds available. For some years hospitals have been at saturation point, so the increased number of in-patients in 1938 is not due to more illness but simply that patients who previously had to be turned away could be treated in hospitals. The maternity block at the Maseru Hospital commenced to function on 1st April, 1938. At first patients were disinclined to make use of it as they thought that only difficult labours were suitable cases for a hospital; gradually this misapprehension is disappearing and increasing numbers now ask that beds be reserved for their confinements and to have the benefit of the ante-natal clinic which is part of the organization. In the nine months of the year (April to December, 1938) 169 patients were admitted; of this number 82 had deliveries; the remainder suffered from complications of pregnancy or untoward results of confinements that had taken place at the patients' homes. The attendances at the ante-natal clinic averaged 35 a week.

The following table gives a summary of the work carried out at the Government hospitals and dispensaries in each district:—

District.	In-patients treated in hospital.	Out-patients treated at dispensaries (including those receiving injections for syphilis).			
		First attendances.	Subsequent attendances.	Injections for syphilis.	Total.
Maseru... ..	1,249	13,884	9,588	1,509	24,981
Leribe	758	12,064	6,282	700	19,046
Mafeteng	848	10,073	4,565	577	15,215
Mohale's Hoek ...	484	7,086	1,118	1,570	9,774
Qacha's Nek ...	614	7,364	2,040	465	9,869
Quthing	274	5,120	3,245	232	8,597
Teyateyaneng...	116	10,154	3,333	493	13,980
Mokhotlong ...	91	3,056	1,500	502	5,058
Butha Buthe ...	—	715	—	—	715
Totals	4,434	69,516	31,671	6,048	107,235

The following table indicates the work that was carried out by the three Medical Missions:—

Mission.	Hospital in-patients.	Dispensary attendances.
Roma Mission	480	8,975
Morija Mission	143	3,980
Paray Mission (Ntaote)	177	5,337
Totals	800	18,292

Public Health.

(a) *Epidemic and general diseases*.—There were no major epidemics during the year. Typhus Fever (11 cases) occurred in two outbreaks which were traced to infection from outside the Territory. Enteric Fever (164 cases) continues to occur seasonally after the onset of summer rains. The protection from pollution of village springs (see (e) above) will help materially to reduce the incidence. Tuberculosis (710 cases) shows an appreciable reduction from 1937 when there were 812 cases (423 pulmonary). Pellagra (490 cases) is seen in increasingly large numbers attending the dispensaries. Apart from these frank cases a much greater number during spring and early summer have a sub-pellagroid condition which does not appear to cause the individual much inconvenience except a feeling of being slightly below par; these people improve very quickly when summer crops are ready for consumption. The impression among all medical men in the Territory is that this disease is associated with the eating of milled white maize from which the husk has been removed. Venereal Diseases occurred in much the same number as in 1937: Syphilis primary, 481, secondary 4,834, tertiary 1,456, hereditary 1,266, gonorrhoea 1,788 cases.

(b) *Food supplies*.—The crops of maize, millet and wheat in 1938 were good and where these were insufficient for the needs of certain localities money earned by labourers on the gold-mines enabled the people to augment the shortage.

The campaign initiated in 1935 for destroying field rodents (gerbilles) by means of poisoned wheat, which is prepared by Government and distributed free of charge in large quantities, continues. At a cost of less than £500 per annum many thousands of bags of grain are saved annually from the ravages of these rodents.

Increasingly large quantities of peas and beans are being grown and consumed by the Basuto, thus providing proteins which are generally very scarce in the diet of the people. The production of green vegetables by peasants throughout the Territory is expanding and is bound to have a beneficial result on the health of the people.

(c) *Water supplies*.—Most of the villages in the Territory have their own springs from which households obtain their domestic supplies of water. Wells and bore-holes are not used by the natives in Basutoland. A very large number of the springs are a mere trickle yielding not more than 100 gallons of water in the 24 hours, sometimes less, the water being tediously drawn from a small cup scooped out of the earth. The water is invariably infected from surface pollution and much of it is lost by seepage. To provide water adequate in quantity and free

from pollution the Government, as explained above, is undertaking the protection of village springs. The benefits to be expected need no comment.

Leper Settlement.

The Leper Settlement, opened in 1914 at Botsabelo, four miles from Maseru, is actually part of the Medical Department though it has a separate departmental vote. It is staffed by a Medical Superintendent, a Medical Officer, a Matron and two European staff nurses.

The number of leper patients on 31st December, 1938, was 704, as compared with 669 in 1937. The following comparative tables show fluctuations of patient population at the Settlement:—

<i>Additions.</i>				1937.	1938.
New cases admitted	...	...	...	104	110
Recurrent cases re-admitted	...	...	...	25	18
Deserters re-admitted	...	...	...	27	22
Total additions				156	150
<i>Losses.</i>				1937.	1938.
Discharge of arrested cases	...	...	...	71	36
Deaths	...	...	...	59	56
Desertions	...	...	...	41	23
Total losses				171	115

It will be seen in the above tables that the increase in population is owing to the smaller number of " losses " rather than to an increase in the number of new cases admitted.

The increase of new additions is no doubt due to (a) the appointment of two new Leprosy Inspectors who are doing excellent work, (b) increased interest and sense of responsibility created among the older Leprosy Inspectors and Chiefs as a result of regional leprosy surveys carried out in parts of the Qacha's Nek, Quthing and Mafeteng districts by the Medical Officer of the Leper Settlement.

The marked reduction in " losses " is accounted for by fewer discharges of arrested cases which is difficult to explain, but for some reason a considerable number of neural type cases instead of improving as in past years have taken on the cutaneous (nodular) type of disease which is less amenable to treatment and much more infectious. This has been specially noticeable among a large proportion of patients who within a few months of their admission in 1938 changed from the neural to the nodular type.

To keep closer touch with discharged patients and to allow more frequent examinations of families and villages in which leprosy is known to have existed, the number of African Leprosy Inspectors has been increased from six to eight.

The Leper Settlement has been provided with a motor-van to facilitate the transport of lepers from remote districts and to convey discharged cases, a number of whom are mutilated, to points on main roads near their homes.

Regional surveys were made by the Medical Officer of the Settlement in parts of the Qacha's Nek and Quthing districts and in part of the Mafeteng district towards the end of 1937 and early in 1938. The former area, which has been recognized as the most heavily infected part of Basutoland, is in remote mountainous regions and the latter is in the plains. In the former out of 13,187 persons examined 42 showed signs of active leprosy, most of them very early cases of a mild type, and in the Mafeteng district out of 14,555 persons examined five were found to have the disease in a very early and mild form. The marked difference in the incidence of the areas surveyed is due to the difficulty experienced by inspectors in carrying out sufficiently frequent inspections in the highlands and the difficulty of transporting patients to the Settlement compared with the lowlands where travelling facilities are easy. These surveys show that, provided sufficiently close touch is maintained by the inspectors and patients can be promptly transported to the asylum, the policy of institutional segregation will gradually remove the foci of infection and the expectation is justified that eventually leprosy in Basutoland will be reduced to a negligible figure, if not eradicated.

The marked reduction in the number of deserters is most satisfactory. The patients are happy and contented and those who desert generally do so because of some important family matter which they wish to attend to personally. An important factor in maintaining the contentment of patients is that every effort is made to employ as many of them as can perform manual work on agricultural work or in the compounds and by instructing them to weave woollen articles. Each compound has a "loud speaker" for the relaying of wireless or gramophone programmes and every fortnight the patients are given a cinema show. There are schools for leper children in which they are taught to play games and occupy themselves in useful pursuits such as carpentry, knitting, weaving, etc. It is generally recognized in leper institutions that employment and relief of boredom are important adjuncts in the treatment of the disease.

V.—HOUSING.

There are no factories or industrial undertakings in Basutoland, and the problem of the proper accommodation of workers has not arisen.

The Basuto live in villages under tribal authority and their huts are, on the whole, healthy, if primitive. These huts are built of sods or stone, with a mud floor and thatched roof; and the average number of persons to each hut occupied was 2·35 in 1936 compared with 2·84 in 1921.

The small European population consists of civil servants, missionaries and traders, and is, as a rule, well housed in buildings of cut stone or brick.

VI.—NATURAL RESOURCES.

Development.

Extent of Cultivation.—It is estimated that approximately 10 per cent. of the total area of the Territory is under cultivation. The figures are:—

	<i>Acres.</i>
Total area of territory	7,498,240
Estimated area under cultivation	750,000

It does not follow that the whole of this cultivated acreage is under the plough in any one year; but in a good season it can be assumed that practically all the arable land available is ploughed and sown. There has been a tendency to plough up more land in the mountain districts for the production of wheat. Many lands which had been abandoned in the lowlands are now coming under cultivation again after being reclaimed by anti-soil erosion works.

In the lowland regions the area devoted to grazing is relatively small; the main pasture lands are in the mountains where whole valleys are utilized solely for this purpose. The following extract from the Ecological Survey Report* is interesting in this connection:—

“ . . . little use of the mountains proper was made by the Basuto until towards the end of the last century when settlement, starting in the Orange River valley, began to make rapid strides. Then gradually, with the saturation of the lowland grazing, outposts were established in the mountains by the bigger stock owners.”

Forestry.—With the exception of the seven wooded valleys which are under complete protection, the willow trees which

* Published 1938—obtainable from the Crown Agents for the Colonies, London.

grow along the banks of the rivers, and poplar trees in plantations and those grown as anti-soil erosion measures, the territory is practically devoid of trees. Steps have been and are being taken to increase considerably the number of trees in the territory.

For several years past, fruit trees have been issued to those natives who have laid out well-terraced gardens and who have followed the advice of the Government in vegetable growing. These issues have been much appreciated and the majority of the trees have been well tended and have made excellent growth. During 1938, 1,890 peach and apricot trees, raised in the seed multiplication plots, were issued.

Mineral Development.—No mineral development has so far taken place in the territory. A preliminary geological survey of the whole country is at present being carried out by an officer seconded from Tanganyika Territory.

Possibilities of Development.—In the lowland areas any further increase in cultivation, at any rate of an extensive nature, is impossible. Much greater use could, however, be made of the land already under cultivation by the adoption of more intensive methods and the application of scientific principles. To attain this is one of the main objects of the Government's agricultural policy.

In the mountains it is possible to extend the arable areas, particularly by the cultivation of more wheat, peas, beans and vegetables.

Soil Conservation.—Soil conversation was started on an extensive scale early in 1937 as a result of a loan of £160,233 from the Colonial Development Fund for the purpose. All phases of the work were greatly intensified during the year. Terrace construction was undertaken in all lowland districts and additional power plant was procured.

The following table shows the progress that has been made to date:—

<i>Measure.</i>	<i>Previous to 1938.</i>	<i>During 1938.</i>	<i>Total to end of 1938.</i>
Area reclaimed, in acres ...	8,316	19,240	27,556
Length of terrace constructed, in yards ...	858,831	2,078,746	2,937,577*
Number of dams constructed	29	20	49
Number of trees planted...	43,296	128,662	171,958
Area fenced, in acres ...	267½	386	653½

* *Note.*—This does not include the many thousands of yards of partially finished work cut by plant but still at the end of 1938 requiring manual work to complete it.

In cultivated lands over 626,000 yards of terrace bank, representing an area of approximately 500 acres, were sown with lucerne during the year, and 60,000 yards of bank were planted with the local thatching grass (*Hyparrhenia*). In addition to affording the necessary vegetative cover to terraces, the lucerne is of value not only as feed for stock but also as spinach for the people, and thatching grass is greatly in demand for building purposes. *Cynodon dactylon*, kikuyu and numerous other varieties of grasses palatable to stock were sown or planted on terraces in pasture areas.

Many more dams were constructed this year owing to the importance of dams in soil conservation work, not only to slow up and retain surface run-off, but also to reduce trampling of pasture by providing numerous convenient watering places for stock.

The extensive planting of trees now being undertaken will appreciably relieve the acute shortage of firewood in the territory and will result in manure being used as fertiliser instead of fuel. Peach and apricot trees are also being planted in order that the diet of the people may be supplemented by fresh and dried fruit.

The establishment of vegetative cover in dongas, improvement of pastures and increased crop yields clearly demonstrate the beneficial results of the soil conservation measures carried out.

Research and Experimental Work.

The Ecological Survey.—As a result of the Ecological Survey of Basutoland the following suggestions have received and are receiving attention:—

(a) Grazing experiments, on the lines laid down in the report, have been started at Maseru by the fencing of enclosures. A range of grazing experiments will also be started in the mountain districts during the coming season.

(b) An organized system of grazing for the entire Territory is under consideration.

After a survey of the main bridle-paths in the mountain area in 1937, much useful work has been carried out on the construction of these paths throughout the Territory. The paths have been well laid-out and constructed, and are a great help to the mountain native when transporting his produce to the lowlands for sale.

Maseru Experimental Station.—During 1938 the following experimental work was carried out at this station which has now been in existence since 1935:—

(a) The testing of strong, high-glutin content wheats for resistance to disease and general suitability for growth in Basutoland.

(b) The testing of varieties of maize and sorghum, primarily for early maturity and yield.

(c) The testing of a great variety of grasses, particularly stoloniferous varieties, for use in anti-soil erosion work.

(d) The production of fruit trees for use in the vegetable and horticulture schemes.

(e) The production of *Robinia pseudacacia* and other trees which coppice rapidly, for planting in badly eroded watershed and other areas to consolidate anti-soil erosion measures.

At the various Government stations smaller experimental or multiplication plots have been fenced in and large quantities of *Robinia pseudacacia* and fruit trees are being raised for distribution. Further tests of different varieties of cereals which have been grown at the Maseru Experimental Station and give promise of being a useful introduction to Basutoland agriculture are also being carried out in these plots before the cereals, etc., are issued to the native farmers.

Winter Cereal Experimental Work.—Weather conditions were again very unfavourable to the cultivation of wheat due to drought and a severe attack of the wheat louse (*Toxoptera graminum*). The majority of the dry land plots and all the latter plantings under irrigation were a complete failure.

Of the imported Canadian varieties "Reliance", "Red Bobs", "Ceres", "Marquis" and "Reward" have again shown great promise, producing good yields which have every appearance of excellent quality. Of the local wheats, "Bird-proof" and "Lalkasawali" were the outstanding varieties. The successful Canadian wheats will now be tried out under field conditions.

Summer Cereal Experimental Work.—Although the spring rains were later than usual, the season thereafter was very favourable to the growth of summer cereals and results were good, particularly from the Sorghum trials. The maize results were adversely affected by the mealie stalk borer. A further six early maturing varieties of sorghum were introduced from Swaziland for trial. Of all the introductions "Swaziland Strain 2" has given the most promising results.

Of the various varieties of maize so far tested Boesman and Mazena Bread Mealies have been found most suitable for late planting, and North American White Flint, Anveldt, Wisconsin and Synthetic have proved the most useful varieties for early planting.

Grass Experimental Work.—Research was considerably extended during the season. The more promising varieties such as *Digitaria scalarum*, *Paspalum notatum*, *Poa inermis* and *Agrostis tenuis* have been planted out to test their relative usefulness for grassing contour banks, etc., but it is still too early to draw conclusions about the relative value of the varieties being tested or whether any of these will give success similar to that already secured by the use of kikuyu and *Cynodon dactylon*.

Principal Crops.

The principal crops grown in the Territory are maize, wheat and sorghum, followed in order of importance by peas, beans, barley and vegetables.

In the mountains the most reliable crops are wheat, peas and barley, all sown in early spring; maize and sorghum flourish better in the comparatively warm lowlands, and only a relatively small proportion of these crops is produced in the highlands. Other lowland products are autumn-sown wheat and spring-sown beans, vegetables and fruit.

The approximate acreage of the principal crops sown during the present season and the yield secured are given in the following table. The figures for 1937 are also given for comparison.

<i>Crop.</i>			<i>Acreage sown.</i>	<i>Yield in bags of 200 lb.</i>	<i>Remarks.</i>
Maize	...	...	375,000	873,750	The yield and quality of the maize crop was bad compared with that of the previous year in the lowlands, due to an adverse season. Crops in the foothills were good.
Wheat	...	...	264,375	257,812	The wheat crop in the lowlands was a failure. Excellent crops were, however, harvested in the mountain and semi-mountain districts.
Sorghum	...	...	93,750	197,812	Owing to the late spring rains, planting was delayed and a lot of grain did not mature before the frosts.
Peas, beans, barley, and other crops.			46,875	109,218	The crop of beans was, on the whole, poor. Excellent crops of peas and barley were harvested in the mountain districts.

1937.

Maize	...	...	374,912	1,135,983
Wheat	...	...	234,313	363,645
Sorghum	...	...	93,728	297,117
Peas, beans, barley, and other crops.			46,864	148,558

Vegetable Production.—The development of vegetable production continues to make rapid progress. The Basuto are now realising that by using the denuded areas around their villages, which previously only produced weeds, they can produce a large amount of palatable and healthful food from comparatively waste land.

The necessity for the establishment of terraced vegetable gardens in order to improve the diet of the people and as a direct anti-erosion measure is being kept constantly before the people by means of propaganda.

At the end of last season there were 1,774 vegetable gardens which had been laid out and planted under the supervision of the Agricultural Department, and during 1938 this figure has been increased to 2,927, an increase of 1,153. The Basuto are also profiting by the ocular demonstration afforded by these gardens, and it is estimated that at the present time there are about 1,000 additional vegetable gardens. Many of these gardens are laid out on the same lines as those belonging to natives who have worked under the direct guidance of an Agricultural Demonstrator.

The past season was a successful one for vegetable production. Sales were organized at a number of centres so that the surplus vegetables could be disposed of. Good prices were obtained from other Natives and Europeans. It is certain that the constant advice of the Department to grow vegetables, chiefly for home consumption and not entirely for sale, is being carried into effect.

Pasture.—Undoubtedly, since the great drought of 1933, an extraordinary improvement in the pastures, especially in the mountains, has taken place. Previously large tracts of the best grazing had been rendered almost useless by the spread of Bitter Karroo Bush (*Chrysocoma tenuifolium*).

The general improvement has been caused by:—

- (1) Under-stocking due to the great depletion of stock caused by the drought and subsequent sales and deaths due, among small stock, to internal parasites.
- (2) The drought was followed by five years of exceptional summer rainfall which was responsible for an outstanding growth of grass.
- (3) Judicious spring burning.

Through these causes the Bitter Karroo bush has been considerably reduced and much of the country which was formerly almost useless for grazing has now reverted to good Rooi grass (*Themeda triandra*) grazing. In order to prevent the Bitter Karroo bush from again spreading systems of grazing for the mountain districts are now being considered.

Organization.

Land Tenure.—With the exception of the Government Reserves and land provided for the various Missions, all land in Basutoland is held by the people under the communal system. In actual practice there is a difference in the application of the system to grazing land and to cultivated land. All grazing land, including the grazing on cultivated land after the crops are removed, is strictly communal. The arable or cultivated land, while remaining the property of the nation, is granted to family heads under the ancient and well known “three field” system. In Basutoland there is no recognized acreage laid down for the size of these fields, which are estimated to average two acres.

The Producer.—In Basutoland the family is the production group, the family being taken to include the father, wife and all unmarried children. However, such groups are not highly organized or rigidly defined, and many exceptions occur. But as a general rule the individual as such has no place in the economy. The most striking exceptions are those cases—recently becoming more numerous—of native-owned stores, small craftsmanship enterprises and transport concerns.

Associations.—At the present time there are in the territory 101 farmers' associations with a membership of 2,657—an increase of 42 since 1937. They are not co-operative societies in the true sense as there is usually no joint financial liability. The main objects for which the associations were founded are to stimulate interest in good agricultural methods, to introduce better quality seed and stock and to organize co-operative buying and selling. Demonstrations and shows are found very useful means to these ends.

The majority of the associations are doing good work for the advancement of Basuto agriculture and the Government gives them every encouragement. They tender for Government supplies of fodder and maize and in 1938 the Peka Association obtained the local contract for the supply of maize. The associations themselves organize the agricultural shows and in 1938 held them at Leribe, Peka, Teyatyaneng and Masite. Grants-in-aid were given by the Government.

Demonstration Work.

At present there are 26 Native Agricultural Demonstrators employed in the territory. These men work under the supervision of the Agricultural Officers in the lowlands and the Assistant Agricultural and Livestock Officers in the mountains. The agricultural demonstration plots worked by these men were in most districts outstanding and a slow but sure improvement in the general agricultural methods practised by the Basuto, due to the lessons learned through demonstration work, can be seen.

The campaign for the laying out of properly terraced gardens and the growing of vegetables and fruit trees is in the hands of the Agricultural Demonstrators and is taking up an increasing amount of their time.

During the season the Agricultural Officers and Demonstrators gave 746 lectures which were attended by 25,904 people and were responsible for working the following number of field demonstration plots:—

Wheat...	...	...	...	...	...	149
Maize ...	...	...	...	...	...	252
Sorghum	...	...	...	...	...	17
Potatoes	...	...	...	...	...	4
Peas, beans, and other crops	...	...	...	...	...	16

Animal Husbandry.

The year has been a successful one. The livestock improvement schemes were continued and the work was facilitated by favourable weather conditions throughout the year. Although the rainfall was less than in 1937 it was more evenly spread over the year.

Small Stock.—The territory continues to enjoy freedom from scab. The incidence of “ ked ” is engaging the attention of the Government and sheep owners are being advised to dip their sheep. Dipping will be free at the existing dipping-tanks.

Monthly dosing for internal parasitism was continued throughout the year and 11,518,613 doses were administered for the eradication of vermes having the gastro-intestinal tract as their domicile. Many small stock were also dosed for “ Liver Fluke ” but happily the incidence of this disease is localised in certain upland marshy areas.

Stock-owners realize the advantages of these precautions and the results are excellent, particularly in the improved quality of the wool produced. Another beneficial result is the increase in the small stock population, particularly the sheep.

Owing to the increased number of dosing sites and the suspension of dosing operations for short periods before and after lambing, no reports of post-dosing mortality were recorded.

All stock are dosed by the owners themselves, on specified dates and at specified centres, under the supervision of officers of the Veterinary Department. The Government provides the dosing remedy and the sheep-farmer pays for it by purchasing coupons which are exchanged for the dosing remedy at the dosing centre.

Improvement of Wool, etc.—As a result of the compulsory dosing scheme, the elimination of rams carrying coarse, hairy wool, and the introduction of selected merino rams, the production of better wool is gradually being established. During 1938 21,535 undesirable rams and ram lambs were emasculated. The number of undesirable rams and ram lambs emasculated by officers of the department during the last four years totals 51,342. During 1938 the Government imported 485 selected merino rams from prominent breeders in the Union for re-sale to native flock owners. The total number of high-class rams imported by Government is 1,748.

During the year the Government agreed to the policy of free dipping of sheep, by voluntary request, for “ked”, and also all small stock destined for export. The Union Government has now waived the condition that all small stock exported via Qacha’s Nek, Bushman’s Nek, Ficksburg Bridge, Maseru and Van Rooyen’s Gate must be dipped twice in an approved dip. The procedure now adopted at these ports of entry into the Union is a table inspection by an authorized officer.

Wool Classing.—The quality of the wool produced in Basutoland has improved considerably. In 1937 the Government began a wool-classing scheme and employed eight stationary and sixteen portable shearing outfits. During 1938 the portable shearing outfits were increased to twenty-three. The services of a temporary European wool-classing expert were secured to help with heavy work in the Qacha’s Nek district: otherwise all the supervisory work was done by officers of the European field staff assisted by trained members of the Native Veterinary staff. It is hoped in time to train the Native farmer to class his own wool.

During the year 49,629 sheep were shorn under official supervision yielding 250,645 lb. of classed wool. The main object of the scheme is to establish definite lines, for the classed product, on the market and already considerable headway has been made. Unfortunately owing to a continuance of downward fluctuations in prices, due to the unsettled state of international affairs, the position has been made difficult for buyers and disappointing for producers. Nevertheless, in spite of this, most of the traders in the territory were willing to pay higher prices for classed wool offered to them than for unclassified. In response to trade requests, wool-classing demonstrations were held at Mafeteng, Maseru and Leribe. These demonstrations were well attended.

Census.—A small stock census was taken during the year. The following table shows comparative figures for the last eight years:—

Year.	Sheep.	Goats	Decrease.		Increase.	
			Sheep.	Goats.	Sheep.	Goats.
1931 ...	2,828,700	1,005,822				
1932 ...	1,949,322	723,447	879,478	282,375		
1933 ...	1,884,597	669,195	64,725	54,252		
1934 ...	1,469,199	530,921	415,398	138,274		
1935 ...	1,285,596	432,230	183,603	98,771		
1936 ...	1,264,344	410,620	21,252	21,610		
1937 ...	1,283,394	411,931			19,050	1,321
1938 ...	1,470,361	489,574			186,967	77,643

The above table shows that since the inauguration of the dosing scheme in 1936 the small stock population has increased considerably because compulsory monthly dosing for internal parasites has stemmed the mortality.

Figures for exports of wool and mohair are given in Chapter VII.

Cattle.

Anthrax.—As a result of the measures taken during the past few years the incidence of anthrax in the Territory has materially decreased. All cattle entering the Territory are inoculated at the ports of entry. During the year certain ports of entry were proclaimed and no cattle may enter the Territory except by way of these ports of entry. This measure has assisted officers of the department considerably and affords no small measure of protection from the introduction of anthrax from outside sources.

The following table shows comparative figures for the last five years:—

Year.	Census.	Decrease.	Increase.	Imports.	Exports.
1934 ...	400,000	N.B.—No census was taken in 1934. The figure given is estimated.			
1935 ...	352,331	47,669	—	2,866	6,503
1936 ...	414,872	—	62,541	6,995	9,913
1937 ...	418,921	—	4,049	11,746	8,477
1938 ...	434,990	—	16,069	12,073	5,544

Cattle Improvement.—The policy of emasculating, with the owners' consent, inferior bulls was pursued and as a result 2,531 animals were castrated by officers of the Agricultural Department. This figure does not include the numbers emasculated by the owners themselves of which no records are available. The introduction of "scrub" bulls is still prohibited.

The scheme for improving the cattle in the Territory by maintaining Government-owned bulls of good breed and quality in camps for serving the people's cows was continued. There are in the Territory eight bull camps housing 24 bulls and in the 1937-8 season 571 selected cows were placed in the camps and of them 438 were served.

In order to make it possible for people living at considerable distances from the bull camps to have their cows served by a Government bull, a scheme was introduced under which bulls were loaned to approved cattle breeders in various parts of the country. These breeders become caretakers of the bulls loaned to them and are allowed to charge a service fee of rs. per cow to reimburse them for the cost of maintaining the bull. No caretaker or patron of the stud may own a scrub bull. By this means it is hoped to eliminate many undesirable bulls in the Territory. The loaning of the bulls should make the improvement in the people's cattle quicker and more widespread than it would have been had all the bulls been kept within the camps. During 1938, 44 bulls of the Afrikaner and Sussex breeds were introduced and of these 41 were loaned to approved breeders.

Cattle Import Trade.—As will be seen from the import figures, cattle importations are increasing annually. During the year a standard was set for the type of cattle introduced by Basutoland traders, livestock dealers and Union farmers for bartering purposes. The cattle now introduced for this purpose are of uniform type and confined to certain breeds and grades thereof. The declaration of certain ports of entry through which cattle may only be introduced and of fixed days and hours for cattle inspection by officers of the Agricultural Department has enabled a very close check to be kept.

Cattle Export Trade.—There is practically no export from the Territory of cattle for slaughter but quite an extensive trade is carried on in trek oxen. Traders, livestock dealers and farmers introduce young cattle and acquire trek oxen by barter on the basis of two for one ox. The oxen thus acquired are exported to the Union where the Basuto trek ox is held in high esteem.

Equines.

Horses and Mules.—In pursuance of the scheme for the improvement of equines in Basutoland, 13 thoroughbred stallions and 13 Catalonian "Jacks" were introduced during the year. There were at one period of the year 35 stallions and 20 donkey "Jacks" doing service under the scheme. Of the stallions three were subsequently sold to the Native custodians.

The present distribution of the stallions and Jacks is given in the following table:—

<i>District</i>	<i>Stallions</i>	<i>Jacks</i>
Maseru (including 2 at Central Stud) ...	5	1
Mafeteng	7	7
Mohale's Hoek	8	7
Quthing	4	1
Qacha's Nek	3	2
Mokhotlong	2	2
Butha Buthe	1	—
Leribe	2	—
Totals	32	20

The object of the scheme is twofold: (*a*) To rehabilitate the once famous Basuto pony, and (*b*) to breed pack mules. It is estimated (final figures are not yet available) that over 600 mares were served by these stallions and "Jacks" during the spring and early summer. The service fee of 10s. is collected by custodians of loaned stallions and Jacks to reimburse them for the care and management of their charges. Everywhere, except at the central stud at Maseru, only native-owned mares are accepted for service. Concurrent with this improvement scheme is the emasculation, with the owners' consent, of undesirable stallions, and 2,120 were emasculated by officers of the Veterinary Division.

The mule population has shown a slight increase over the previous year. This essential industry is receiving the attention of the Government and, as a result, it is hoped that in years to come the mule population will materially increase.

Donkeys.—The donkey population is steadily increasing annually. Although the country carries 25,314 donkeys, traders and others have been unable to acquire donkeys in Basutoland for transport purposes. The great majority of donkeys are owned by Natives and in recent years their value for transport has been realised to such an extent that owners who are prepared to sell are asking prohibitive prices for them, forcing traders and others to buy in the Union.

The following are the census figures for Equines for 1935-6-7-8:—

	<i>Horses.</i>	<i>Mules.</i>	<i>Donkeys.</i>
1935	79,701	986	18,911
1936	84,650	1,275	22,361
1937	85,017	1,068	22,766
1938	87,788	1,076	25,314

VII.—COMMERCE.

The most important factor characterizing the external trade of Basutoland is the excess of imports over exports of goods. The monetary value of this adverse balance amounted in 1938

to nearly £350,000. The same figures for 1935, 1936 and 1937 are, respectively, £257,186, £409,932 and £392,107. This continued adverse balance is rendered possible by the existence of an export of labour to the mines and farms in the Union resulting in an inflow of cash to Basutoland.

Practically the whole of the retail trade is in the hands of Europeans, although during the past few years the number of native-owned stores has increased. Little bartering is carried on between the natives themselves.

The most important exports of the Territory are wool, wheat, mohair and cattle: in 1938 the values exported bore the following proportions to total exports:—

Wool	31 per cent.
Wheat	38 per cent.
Mohair	10 per cent.
Cattle	5 per cent.

During 1938 prices of wheat and cattle rose. Prices of wool and mohair fell considerably but their fall has been partially stayed by the classing scheme.

TABLE (1)

Value in £'s of total imports and total exports for the years 1920 and 1928 and the years 1934-8.

				<i>Imports.</i>	<i>Exports.</i>
1920				1,180,986	937,038
1928				921,573	1,013,392
1934				566,767	284,522
1935				588,331	331,145
1936				712,125	302,193
1937				760,736	368,629
1938				749,126	401,512

TABLE (2)

Values and quantities of principal imports for the years 1937-8.

	1937.		1938.	
	<i>Quantity.</i>	<i>Value.</i>	<i>Quantity.</i>	<i>Value.</i>
<i>Merchandise</i>		£		£
<i>Livestock—</i>	<i>No.</i>		<i>No.</i>	
Horses, Mules, etc. ...	1,806	6,514	2,704	10,677
Cattle	4,599	14,357	6,715	24,376
Sheep and Goats ...	629	554	2,303	1,239
<i>Grain—</i>	<i>Bags.</i>		<i>Bags.</i>	
Wheat and wheat meal	6,378	9,282	8,087	12,852
Maize and maize meal	55,515	37,049	33,017	18,988
Kaffir corn	10,663	8,651	2,222	1,820
<i>Other produce</i>		751		914
Totals		760,736		749,126

TABLE (3)

Values and quantities of principal domestic exports for the years 1937-8.

	1937.		1938.	
	Quantity.	Value.	Quantity.	Value.
<i>Livestock—</i>	<i>No.</i>	<i>£</i>	<i>No.</i>	<i>£</i>
Horses, Mules, etc. ...	102	575	109	730
Cattle	4,954	25,885	3,243	21,358
Sheep and Goats ...	—	—	563	340
<i>Grain—</i>	<i>Bags.</i>		<i>Bags.</i>	
Wheat and wheat meal ...	171,441	132,386	152,776	155,807
Maize and maize meal... ..	4,858	1,864	26,196	11,514
Kaffir corn	2,518	1,215	52,770	35,614
Barley	750	287	2,080	1,019
Beans and peas... ..	1,752	1,092	4,761	3,082
Oats	—	—	1,909	1,341
<i>Wool and Mohair—</i>	<i>lb.</i>		<i>lb.</i>	
Wool	4,662,779	142,899	6,461,852	125,241
Mohair	782,221	57,615	870,651	41,584
<i>Hides and Skins—</i>	<i>lb.</i>		<i>lb.</i>	
Hides	132,483	3,300	84,590	1,450
Skins	62,823	1,253	40,171	1,001
<i>Miscellaneous</i>	—	258	—	1,431
Totals		368,629		401,512

Note: A bag = 200 lbs.

TABLE (4)

The following comparative table for 1937 and 1938 indicates the country of origin of motor vehicles registered in the Territory.

Country of Origin.	New Registrations.		Total Registrations.	
	1937.	1938.	1937.	1938.

Private Motor Vehicles and Taxis.

Great Britain	9	15	27	30
Canada	165	260	493	531
United States of America ...				
Germany	—	—	1	—
Italy	—	—	—	—
France	1	—	2	—
	175	275	523	561

TABLE (4)—*contd.*

Country of Origin.	New Registrations.		Total Registrations.	
	1937.	1938.	1937.	1938.
<i>Commercial Vehicles.</i>				
Great Britain ...	2	5	12	12
Canada ...	—	—	—	—
United States of America ...	49	60	141	148
Germany ...	—	1	1	1
	51	66	154	161
<i>Motor Cycles.</i>				
Great Britain ...	5	4	14	12
United States of America ...	—	—	2	3
Germany ...	—	1	—	1
	5	5	16	16

Observations.

Total imports and exports for the year 1928 have been included as the comparison between the figures for that year and those for 1938 is interesting. 1928 was the last year in which exports were greater than imports. However, in 1920 the total value of imports was £1,180,986 and exports amounted only to £937,038.

Merchandise.—From 1931 there was a continuous increase in the amount of merchandise imported until this year when the total was just less than that of 1937, though the figure for 1937 was still below the 1928 total. The figures for 1920, 1928, 1931, 1937 and 1938 are £1,091,000, £881,767, £389,237, £683,578 and £678,260 respectively.

Wool.—Wool is one of the two most important articles of export. From 1928 the amount dropped from 12,000,000 lb. to 4,500,000 lb. in 1937. But in 1938 it increased to 6,461,852 lb.

Maize, Sorghum and Wheat.—The two main foodstuffs of the Basuto are maize and sorghum in that order, then wheat and peas third and fourth. The climate and soil of the mountains are favourable to the growth of strong wheat, and for each bag of wheat the native can usually obtain about $1\frac{1}{2}$ bags of maize in exchange from a trader. Some two-thirds of the total wheat crop is usually available for export. Most of the maize and

sorghum is consumed locally or stored if the crop has been good. Ordinarily more maize, sorghum and peas are imported than exported.

Cattle.—Trek oxen from Basutoland have a good market in the Union of South Africa.

Imports.—All the figures for imports given in the tables and elsewhere relate only to imports made by private individuals. In addition to these, account must be taken of imports made by Government. The estimate for this year places the figure at £56,000; this, however, must be regarded as only approximate.

Apart from foods, the chief articles bought by the natives are clothing and agricultural implements. The clothing comes largely from the Union of South Africa, the implements chiefly from Canada but some from Germany. Motor cars are being bought in increasing numbers by chiefs and native traders; the small European population also owns a considerable number.

Since all imports are made through the Union of South Africa, it is not possible to give figures detailing the country of origin of imports or destination of exports.

There is very little tourist traffic in Basutoland.

VIII.—LABOUR.

The following table shows the number of passes issued during the past four years to enable natives to leave the territory to take up or seek employment in the Union of South Africa.

	1935.	1936.	1937.	1938.
Mines—				
Gold	29,502	34,877	30,460	47,029
Coal	472	627	1,428	2,546
Diamonds	83	229	847	30
Manganese	—	305	265	—
Other Mines	—	—	130	628
Total Mines	30,057	36,038	33,130	50,233
Agricultural	5,584	6,964	3,782	3,872
Miscellaneous Labour	9,852	13,878	14,811*	13,859*
Totals	45,493	56,880	51,723	67,964

	1937.	1938.
* Includes Railway Construction	88	94
Roads	84	146
Other Public Works	206	349

The gold mines on the Witwatersrand continue to affect to a substantial degree the economic position of the territory, employing annually large numbers of Basuto. At the close of the year 1938, 47,470 Basuto were employed in these mines.

In addition to the Basuto employed in the gold mines, there is always a fairly large number engaged in other occupations in the industrial areas of the Union. The following numbers were so employed on the 31st December, 1938: gold 47,470; coal, 2,402; diamonds, 886; other employment, 8,934: total, 59,692.

Many of the Basuto on the Witwatersrand remit money to their families in Basutoland through the Native Recruiting Corporation, Limited, and the Native Deposit and Remittance Agency, and a large percentage of the natives recruited for the mines defer a portion of their earnings for payment to them on their return to Basutoland. Many of them also make remittances through the post, and it is estimated that an amount at least equal to the amount remitted through other channels is remitted in this way, though statistics cannot be obtained. During the year, £106,993 was remitted by Basuto to their families through the Native Recruiting Corporation, and £111,697 was paid out as deferred wages, whilst a sum of over £7,600 was paid out through the Native Deposit and Remittance Agency and through other channels.

Nearly all Basuto who work in the Union do so under contracts for periods of several months. Most then return home, sometimes permanently, sometimes only for a month or so; very few stay on the mines permanently. The demand for Basuto labour on the mines almost always exceeds the supply, since most Basuto, though ready to work awhile for a supply of ready money, prefer an easy, if poor, life under the sun of their own country to a well paid life spent beneath the earth and in a mine compound.

During the year 1932 an office was opened temporarily in Johannesburg for collecting tax from Basutoland natives employed on the Witwatersrand. At the beginning of 1933 the Agency was re-opened and it has been maintained ever since. The Agency at first dealt only with the collection of revenue, but it soon began dealing with the domestic affairs of the Basuto on the Witwatersrand, encouraging them to save money, giving them home news, counteracting as far as possible the temptations of their environment, repatriating those who are indigent and, generally, giving advice and assistance to them whenever required.

The Bechuanaland Protectorate and Swaziland now share in the Agency which thus deals with natives from all three High Commission Territories, both in regard to the collection of taxes and in general welfare work.

The amount of Basutoland tax collected at the Agency during the years 1933-4 to 1937-8 was: 1933-4, £26,500; 1934-5, £33,146; 1935-6, £34,303; 1936-7, £34,477; 1937-8, £38,634.

It will be noticed* that the amount collected during the financial year 1937-8 bears a proportion of 22·75 per cent. to the total tax collected for the whole Territory.

The Government protects labourers by stopping recruitment for any mine or other concern where the conditions of work are not good. All labourers recruited by agents in Basutoland for work outside the Territory have to be attested before a European official and the contract must be according to Government regulations.

In the Territory itself there is no great demand for industrial labour. A small number of natives find employment with transport concerns and as shop and warehouse assistants, and there is always a certain demand by Government for labourers on road making and anti-soil erosion work and the like. Otherwise each man works on his own or his family's lands.

Labour Legislation.

Proclamation No. 37 of 1936 enables the High Commissioner to regulate the level of wages paid to natives in any occupation or in any area within the territory. A minimum wage-level may be prescribed by Notice in the Official Gazette.

Proclamation No. 71 of 1937 regulates the conditions of employment of women, young persons and children in industrial undertakings, and prohibits the employment of any person under the age of 12 years in any such undertaking, whether public or private, unless it shall be owned by that child's parents.

There was no labour legislation in 1938.

IX.—WAGES AND COST OF LIVING.

There are no factories or industrial undertakings in the Territory, and there is only one mile of railway which is owned and operated by the South African Railway Administration.

Salaries and wages earned by Europeans vary from £200 to £1,000 per annum in the case of Government servants and from £120 to £600 per annum in the case of employees of trading concerns.

Native wages vary from £24 to £250 per annum in the case of Government employees and from £15 to £48 per annum in the case of store boys, etc. employed by traders.

Natives proceeding to the gold mines in the Union of South Africa receive, on an average, a wage of £3 for every 30 shifts worked, with free food and housing.

The average cost of living for single natives is estimated at £1 per mensem, and for married natives £3 per mensem. The

* See Revenue statement on page 46.

cost of living of Europeans varies considerably and is in a great measure dependent on the social or official position of the person concerned.

X.—EDUCATION AND WELFARE INSTITUTIONS.

The work of education in Basutoland is considerably affected by the nature of the country. This consists mainly of an unbroken mountain area bordered on the north and west by a narrow strip of lower and less broken countryside. In the mountain area the population is somewhat sparse, though steadily increasing. It has pushed its way up the river valleys, and its settlements are often isolated and difficult of access as well as being subject to very rigorous winter conditions. In the lowlands on the other hand, the population is much denser and conditions generally are easier.

There is a remarkable eagerness for education amongst the people, indicated by the fact that approximately two-thirds of the children of school-going age are on the school rolls, and that, in spite of the various difficulties of distance, of home or herding duties, and of a highland winter, making on occasions paths or streams impassable, the average attendance is 75 per cent. of the total enrolment.

This eagerness for education is altogether admirable, but somewhat embarrassing to the administration in a small country, the financial resources of which are limited, and inevitably one of the major concerns of the Education Department is to insure the utmost value for expenditure, which amounted to 21 per cent. of the total expenditure of the country in 1937/8.

The main end of education policy in Basutoland has been to offer to as many as possible the opportunity of learning to read and write and make simple calculations. It is recognised that at the present time the greater number of pupils will attend school for three or four years only, and, in order to achieve this end, education in the lower classes is practically all in the Native language. It may be accepted that to the boys and girls of today in Basutoland, education is not a foreign or strange thing but a normal and essential part of their environment.

Of elementary vernacular schools there are 527 which are aided from public funds and 280 which the Missions maintain without aid. On a higher educational level there are 53 schools giving instruction up to Standard VI and introducing more English into both the curriculum and the teaching medium. Of these five are purely Government schools managed by local committees.

Education of a higher standard and of vocational character is provided in one Government and twelve Mission institutions. The former is a Trades School for boys; of the latter, three train teachers to the standard of the Native Primary Lower and Higher Certificates of the Cape Province Education Department, five train girls as infant school teachers, three are schools of domestic science for girls, and one offers industrial training for boys. Ordinary education up to the level of the Junior Certificate can be obtained in two of these Mission institutions but beyond that it has been necessary in the past for students to proceed to colleges outside the Territory, more especially the South African Native College at Fort Hare, which has been supported by the Basutoland Administration from the beginning and to which two Government bursaries are available annually.

However, a Government High School is being erected and will be opened in February 1939 at the beginning of the school year. This will be a boarding school in the hands of a mixed European and African staff which will take students up to Matriculation. In consequence it will be for post-matriculation work only that Basuto students will henceforth find it necessary to go outside the Territory.

In 1938 the enrolment in all schools in the Territory was: Government schools 650, Government-aided Mission schools 68,934, unaided Mission schools 13,224—making a total of 82,808. Included in this figure are 566 pupils who are in training institutions or craft schools.

The establishment of the Education Department consists at present of a Director, three European Inspectors and five Native Supervisors. Administrative expenses are met from the general revenue but the grants-in-aid to Missions, the cost of the Government intermediate schools, of bursaries and certain other charges are taken from the Basutoland Education Fund. This fund receives a quarter of the Native Tax payments together with a special Education Levy of 3s. per tax-payer. It is estimated that £63,431 will be spent from this fund in 1938/39.

Education is free in all the elementary and intermediate schools and attendance is not compulsory. There are the familiar difficulties of herding for the boys and home duties for the girls to make attendance irregular, but on the whole the eagerness to secure education is very remarkable.

The Government offers a number of bursaries for the most promising candidates at three stages in the educational ladder, namely, at the Standard VI, Junior Certificate and Matriculation examinations, when twelve, six and two bursaries are offered respectively.

Most of the vocational education is not in indigenous but in European crafts, e.g., carpentry, saddlery, laundry, cooking, etc. In many of these the problem is often to find scope for their exercise in the life of the community which can only support a very few craftsmen. In the domestic crafts of the girls there is of course ample scope and a steady raising of the standard of homes and home crafts is noticeable. But it will take some time for the ordinary life of the Basutoland countryside, which has a communal basis, to develop to the point of absorbing more than a very few skilled artisans. However, real progress here is evident and every year a few more tradesmen such as carpenters, blacksmiths, cobblers are to be found doing reasonably well at their trades.

Indigenous crafts have not a very great range, perhaps in the main through the lack of the necessary materials such as wood, osiers, etc. But an investigation conducted early in 1935 on behalf of the Government by Mr. H. V. Meyerowitz revealed how important in the life of the countryside is the pottery of the women, the grass and other weaving of both men and women, and how skilful in the clay modelling of animals etc. are some of the children. These crafts are receiving attention in the handwork of some of the schools and the possibilities of development are being considered.

The main occupations of the people of the Territory are Agriculture and Animal Husbandry, and at every stage of the educational programme efforts are made to provide practical instruction in the principles of these subjects. The schools have their gardens and provide special opportunities for instruction by the Agricultural Demonstrators; the Training Institutions stress gardening and the elements of agriculture in the preparation of teachers; the Government Technical School has a special Farmers' Course. The new High School will offer Agricultural Science as one of its most important subjects for Matriculation. In addition boys who show promise and interest are encouraged to enrol in one or other of the Native Agricultural Schools in the Union of South Africa, and a trading firm in the country gives an annual bursary for this purpose.

Social welfare activities are mainly in the hands of the Churches, and much good work is being done, and some valuable community service is rendered by the students in the Institutions under the aegis of the Students' Christian Movement or the Pathfinder (Scout) or Wayfarer (Guide) organisations. Useful training in homemaking, needlework etc. for girls who have ceased to attend the ordinary classes is given in many of the Roman Catholic day schools.

Recreative activities are noticeably on the increase, chiefly in the form of organised school games. Inter-school competitions in games, athletics, drill and singing, are frequent and popular.

The Wayfarer-Guide and Pathfinder-Boy Scout Movements are developing well and cannot fail to exert a profound and beneficial influence on the life of the people.

European Education.—There are six small schools in the Territory managed by local committees, charging modest fees, and aided by the Government. These provide elementary education for the children of Europeans. For education beyond Standard VI children are sent to schools in the Union of South Africa, and two bursaries are awarded annually on the result of a special examination. Of these the one is the "Fraser" scholarship of £50 per annum for two years, given by a prominent trading concern of that name; the other, of £25 per annum for a similar period, is the "Queen Victoria Diamond Jubilee Scholarship".

XI.—COMMUNICATIONS AND TRANSPORT.

Railways.

The Territory is linked with the railway system of the Union of South Africa by a short branch line from Maseru to Marseilles on the Bloemfontein-Natal main line. One mile of this line is in Basutoland. The South African railway runs near the boundaries of the Territory and goods are transported by road to the nearest railway station across the border.

During the year the Road Motor Transport Department of the South African Railways have continued their regular services between Fouriesburg and Butha Buthe, Zastron and Quthing, Zastron and Mohale's Hoek.

Roads.

The greater part of Basutoland is very mountainous, and in this area all transport is effected by the use of pack animals.

On the western side of Basutoland there is a strip of agricultural country from north to south in which a fairly good road system has been developed. The main roads traverse the whole of this area, with branches leading west to the principal points of exit. Nearly all the roads are gravelled and carry motor and ox-wagon traffic in all weathers. There are, however, a number of unbridged rivers and streams which, during flood periods, may delay travellers for some hours.

From the main roads a number of feeder roads lead towards the interior. By-roads to trading centres and missions start from these feeder roads and penetrate still further into the interior. Although several roads now cross the first range of mountains,

none has yet reached the second range. Feeder roads are maintained by the Government and during this year a certain amount of gravelling has been carried out and particular care taken to improve drainage at the same time.

The by-roads are in some instances unsuitable for any type of traffic except ox-waggon. They are maintained by traders and others to whose stations they lead, and annual Government grants are made towards their upkeep.

On the eastern side of Basutoland, in the Qacha's Nek district, a short road system, similar to that described above, exists, and the standard reached is much the same as that on the western side of the Territory.

During the year a causeway was constructed over the Qalo River in the Butha Buthe district. A commencement was made with the building of a causeway over the Pitsaneng stream in the Maseru district and of a low-level bridge near Mafeteng. Other construction work undertaken includes two donga crossings in north Basutoland and a road deviation on the banks of the Orange River in the Qacha's Nek district.

The task of reclaiming dongas alongside and parallel to the roads has been continued, and a number of concrete pipe culverts have been installed. These are necessary to deal with flood water held back by the contour furrows which are an important part of the anti-soil erosion work now in progress.

The funds allocated are tabulated below:—

			Construction Work.	Maintenance.
			£	£
1937	...	...	3,450	12,400
1938	...	...	3,000	12,700

The following is a classification of the roads in the Territory:—

Gravel.—320 miles main road and 72 miles feeder road.

Earth.—40 miles main road and 70 miles feeder road.

In addition there are approximately 280 miles of by-road which are chiefly earth roads.

Bridle-Paths.

The year 1938 has seen the commencement of the construction and realignment of the main bridle-path routes of the Territory. Approval for the expenditure of £15,500 spread over a period of three years was received in the latter part of 1937.

The work was started in December, 1937, in the Qacha's Nek district. This was followed by the establishment of working parties in January, 1938, in the north and centre of Basutoland, and towards the end of the year in the Mohale's Hoek and Quthing districts in the south.

It is estimated that there are 1,680 miles of paths which have been scheduled as main paths but it is necessary to explain shortly the nature of the work that is being undertaken. The main paths in Basutoland over this total mileage run for considerable distances through valleys and undulating hill country, but there are very many narrow precipitous gorges in the bottom of which rivers flow and many steep mountain ranges over which the paths climb through narrow passes. The main obstacles to transport in the mountains are the passes and river gorges and very heavy construction work is required to grade out the path to the maximum grade stipulated, namely 8°. The progress of the construction work should therefore be measured not only in terms of the total mileage covered but also by the number of passes and river gorges that have been completed.

During 1938 a total of 170 miles of path was constructed. This included, however, the construction of Moteng and the western side of the Ramatseliso Passes in North Basutoland, the pass from Meeni's up Thaba Putsoa named Makheka's Pass in Maseru district; also exceptionally heavy construction work in the Tsoelike and Melikane gorges in the Qacha's Nek district, and on the Ribaneng gorge in Mafeteng district. The Makhaleng River gorge has been twice crossed by the path parties. The expenditure on bridle-path reconstruction during 1938 is estimated to be £5,600.

As in the past three years, grants have been made to all Districts to enable the worst sections of the existing bridle-paths to be repaired. The expenditure on this work for the year 1937 was £980 and the estimated expenditure for 1938 is £1,000.

XII.—PUBLIC WORKS.

During the year the usual maintenance work has been carried out on Government buildings throughout the country. In addition the following construction works have been or are being carried out:—

Two houses for European officers have been constructed at Mafeteng and one at Qacha's Nek. Plans and tenders have been received for three houses for officers in Maseru.

The accommodation for patients at Quthing Hospital has been doubled, a new operating theatre provided, and bath-rooms, isolation wards and a laundry constructed. Other work for the Medical Department has included rooms for out-patients at the dispensaries at Maseru and Mafeteng; leper huts at Maseru, Leribe and Quthing; and a leper office at Qacha's Nek. A start has been made at the mountain station of Mokhotlong with hospital wards for patients. When completed these will greatly increase the accommodation for patients.

Native quarters for Government servants and police have been constructed at Teyateyaneng, Qacha's Nek, Mohale's Hoek and Mokhotlong, and cottages for visiting Chiefs at Leribe and Teyateyaneng.

A start has been made on the construction of new Government offices at Mokhotlong, and extensions to the Government offices at Leribe will allow the Post Office section to be enlarged.

During the year the main buildings for the Maseru High School were let out to contract and the school will open early in 1939. The buildings comprise school building, boys' boarding-house, Principal's house, Vice-Principal's house, and two Native teachers' houses. The Intermediate School at Mohale's Hoek has been completed.

Additional Native teachers' houses have been built at Leribe, Matsieng and Mohale's Hoek Intermediate Schools.

A number of smaller buildings including storerooms, rondavels, etc., have also been constructed.

XIII.—JUSTICE, POLICE AND PRISONS.

Justice.

The laws in force in Basutoland include those of the Cape of Good Hope up to the 18th March, 1884, except where repealed or altered by proclamation of the High Commissioner, who is empowered to make by proclamation such laws as may be necessary for the peace, order and good government of the territory.

The Basutoland Courts of Law consist of :—

(a) *The Resident Commissioner's Court*, which constitutes the Supreme Court of Basutoland, and from which an appeal lies to the Privy Council. Under Proclamation No. 10 of 1928 as amended, the constitution of the Resident Commissioner's Court was altered and provision made for the appointment of a Judicial Commissioner. The Court is now constituted by the Resident Commissioner, or, when deputed by him thereto, the Deputy Resident Commissioner or the Judicial Commissioner sitting alone or together; and there may be associated with the Court not more than two officers of the Administration appointed by the Resident Commissioner for the purpose by notice in the Gazette. The Resident Commissioner when present and, in his absence, the Judicial Commissioner, is President of the Court, and the judgment of the Court is the judgment pronounced or approved by the President.

The power conferred on the Resident Commissioner to review and correct the proceedings of Courts or officers may be exercised also by the Judicial Commissioner, and any decision recorded or action taken by the Judicial Commissioner in the course of such review or correction is of the same force and effect as if it had been recorded or taken by the Resident Commissioner.

(b) *Courts of District Commissioners*, who are empowered to impose sentences not exceeding two years imprisonment with hard labour or fines not exceeding £50, with jurisdiction in civil cases up to £500. These Courts have no jurisdiction to try, as Courts of first instance, any person charged with treason, murder, attempt to murder, culpable homicide, rape, attempt to commit rape, or sedition.

(c) *Courts of Assistant District Commissioners*, with jurisdiction varying from sentences not exceeding six months and/or a fine of £10, to sentences not exceeding one year and/or a fine of £25, with civil jurisdiction in certain cases up to £250.

(d) *Chiefs' Courts*.—Under Proclamation No. 2B of 1884, the Paramount Chief and other Native Chiefs of Basutoland were authorised to continue to exercise jurisdiction according to native law and custom in civil and criminal cases within such limits as may be defined by any rules established by the authority of the Resident Commissioner, subject to a proviso that no suit, action or proceeding whatsoever to which any European shall be party, either as plaintiff or complainant, or as defendant, shall be adjudicated upon by any such Chief, save by the consent of all parties concerned. An appeal lies from a decision of any Chief to the Court of the Paramount Chief and from that Court to the Court of the District Commissioner of the District within which the action arose.

Towards the end of 1938, Proclamations establishing a High Court, Subordinate Courts and Native Courts were published to take effect from the 1st January, 1939. Details of these Courts will appear in the Report for 1939.

The following table shows the number of convictions for various crimes and offences during the last five years:—

<i>Nature of Crime.</i>	1934.	1935.	1936.	1937.	1938.
In Magisterial Courts—					
Offences against the person...	147	137	171	406	239
Offences against property ...	594	338	366	380	213
Offences against liquor laws	12	19	20	33	36
Other crimes ...	1,327	1,356	2,047	1,276	1,085
In Resident Commissioner's Court—					
Murder ...	11	2	12	10	7
Culpable homicide ...	145*	124*	67*	7	25
Attempted murder ...	3	3	3	1	2
Rape ...	1	7	3	3	4
Other offences against the person ...	7	3	15	—	1
Offences against property with violence to the person	3	—	10	—	1
Other offences against property ...	62	32	34	13	7
Public violence ...	—	—	—	—	29
Other crimes ...	2	1	1	—	1
	<u>2,314</u>	<u>2,022</u>	<u>2,749</u>	<u>2,129</u>	<u>1,650</u>

* Includes cases of public violence resulting in culpable homicide.

Police.

Administration.—The Resident Commissioner is Commandant of the Basutoland Mounted Police, but the departmental head is the Commissioner of Police and Prisons.

Each Police Division is in charge of a Superintendent of Police stationed at Divisional headquarters and responsible to the Commissioner of Police and Prisons for all police and prison work in the Division.

An Assistant Superintendent is stationed at each of the stations contained within a Police Division with the exception of Divisional headquarters. He is responsible to the Superintendent for all the police and prison work of his sub-division.

All non-commissioned ranks are recruited from among the natives of the territory.

The following table shows the establishment and the actual strength of the Force as on the 31st December, 1938:—

<i>Europeans.—</i>				<i>Establishment.</i>	<i>Strength.</i>
Commissioner	...	...		1	1
Superintendents	...	...		4	5
Assistant Superintendents	...			8	7
				—	—
				13	13
				—	—
<i>Native Ranks.—</i>					
Sergeant-Major	...	...		1	1
Senior Sergeants	...	...		4	4
Sergeants	...	...		10	10
Corporals	...	...		15	15
Privates	...	...		260	259
				—	—
				290	289
				—	—

Depot.—The Police Training Depot is under the supervision of a senior officer and the detail work is carried out by the Native Sergeant-Major and a Native Drill Instructor.

Seventeen recruits underwent a six months' training course, three privates were sent in from the Divisions for refresher courses, and the four senior sergeants were given a special course when they were promoted.

Fingerprint Bureau.—During the year 1,747 "slips" were received for examination—an increase of 391 on last year's figures. Five hundred and thirty of these were in connection with deportations from the Union of South Africa.

Co-operation is maintained with the South African Police, and the Bureau is in constant touch with the Fingerprint Office in Pretoria.

Health.—The health of the Police during the year has been good. The death of one private is recorded with regret.

Conduct.—The conduct of members of the force has been satisfactory.

Work of the Police.—In 1938 10,433 patrols were sent out, involving 12,407 men. The patrols covered 198,841 miles and the men covered 277,129 miles. The main object is the prevention of stock theft and the punishment of the thieves. Three hundred and six cases were dealt with and of these 200 were sent to Native Courts. Stock theft is the most serious crime in the Territory and progress towards its suppression is satisfactory.

Prisons.

Administration.—The prisons are controlled by the Commissioner of Police and Prisons, acting through the Superintendents and Assistant Superintendents in each Division or Sub-Division. Each prison itself is in charge of a gaoler, subordinate to the local Police officer. In most cases the gaolers are native officials. The prisons at Maseru and Leribe, however, are in charge of European gaolers. The subjoined table shows the strength of the prison staff as on the 31st December, 1938:—

Gaol.	European Gaolers.	Native Staff.				Total
		Warders Grade 2.	Warders Grade 3.	Warders Grade 4.	Female Warders	
Leribe ...	1	—	1	10	—	12
Butha Buthe ...	—	1	—	4	—	5
Maseru ...	1	—	1	15	3	20
Teyateyaneng ...	—	1	—	4	—	5
Mafeteng ...	—	—	1	5	—	6
Mohale's Hoek...	—	—	1	5	—	6
Quthing ...	—	—	1	3	—	4
Qacha's Nek ...	—	—	1	4	—	5
Mokhotlong ...	—	—	1	3	—	4
Total ...	2	2	7	53	3	67

Buildings.—All gaol buildings are of stone with iron roofs and cement floors; the inmates are supplied with bed-boards on which to sleep. The majority of cells are built to contain eight to ten prisoners, but there are usually one or two smaller ones for violent or dangerous inmates, or for occasional European convicts. Attached to each prison is an exercise yard and cement baths with water laid on. The cook-house is in the yard and a daily scale of ration as laid down by statute is provided. As no special accommodation exists in the district gaols for female or European prisoners, they are invariably transferred to Maseru.

Health.—The daily average of prisoners on the sick list during 1938 was 8·67. This standard of health is good. There were six deaths recorded during the year.

All prisoners are medically examined on admission and regular visits of inspection are made to the gaols by the Medical Officer of the station. Prisoners reporting sick are taken to the Government dispensary for examination and, if necessary, are admitted to hospital where they receive the same treatment as other patients.

Discipline.—During the year conduct was satisfactory. Two prisoners escaped but both were recaptured.

Labour.—The policy commenced in 1931 of utilizing convicts to a greater extent on road construction and maintenance in the vicinity of the various Government stations has been maintained. Where possible, convicts are trained to become useful members of society on release, by instruction in such trades as masonry, carpentry, building and other kinds of manual labour.

Sentences.—The majority of offenders are given the option of paying a fine in lieu of imprisonment with hard labour. Provision was made by Proclamation No. 55 of 1921 for the punishment of offenders in certain cases, by which the Court may in its discretion—

(a) postpone for a period not exceeding six months the passing of sentence, and release the offender on one or more conditions; or

(b) pass sentence but order the operation of the sentence to be suspended for a period not exceeding three years on such conditions as the Court may specify in the order; or

(c) pass sentence of a fine or, in default of payment, imprisonment, but suspend the issue of a warrant committing the offender to a gaol in default of payment until the expiry of such a period not exceeding twelve months as the Court may fix for payment, in instalments or otherwise, of the amount of the fine or until default has been made.

Good conduct remission up to one-fourth of the sentence is allowed on all sentences of imprisonment for six months or more.

Leave on Licence.—In 1938, six prisoners were released on licence. Of these, one was recommitted to prison for failing to observe the conditions of release.

Religious facilities.—No resident chaplains are attached to the gaols but visits of ministers of religion are permitted. Voluntary services are held by the clerical and lay staffs of various denominations.

Statistics.—During 1938, 2,241 persons were admitted to prison in the Territory, of which 1,384 were committed to penal imprisonment. The corresponding figures for 1937 were 2,650

and 1,672 respectively. The daily average of adults confined was 374·4 compared with 432·8 for the previous year.

All juvenile prisoners are transferred to Leribe where they are kept segregated from adult prisoners so far as possible. The daily average number of juveniles in prison during the year was 12·3 a decrease of two compared with 1937.

XIV.—LEGISLATION.

The following is the legislation for the year 1938 which has been proclaimed in the Gazette:—

- (1) No. 2.—Basutoland Medical, Dental and Pharmacy (Further Amendment) Proclamation, 1938. Empowering the Resident Commissioner to licence under certain conditions persons as medical practitioners.
- (2) No. 3.—Basutoland Further Appropriation (1936–7) Proclamation, 1938. Making further provision from the public funds to meet additional expenditure for the year ended 31st March, 1937.
- (3) No. 8.—Basutoland Aliens (Amendment) Proclamation, 1938. Making regulations for appeals against removal orders made by the Resident Commissioner.
- (4) No. 13.—Basutoland Public Service (Amendment) Proclamation, 1938. Probationary period for appointments to pensionable office to be two years.
- (5) No. 19.—Basutoland Pensions (Amendment) Proclamation, 1938. Promulgating certain amended regulations.
- (6) No. 27.—Basutoland Appropriation (1938–9) Proclamation, 1938. Providing out of the public funds for the services of the year ending 31st March, 1939.
- (7) No. 28.—Basutoland Administration of Estates (Amendment) Proclamation, 1938. Providing for the rate of interest on and the investment of money held by the Master.
- (8) No. 30.—Basutoland Aliens (Further Amendment) Proclamation, 1938. Making it an offence for an alien to be found in the Territory without a permit.
- (9) No. 32.—Basutoland Auctioneer's Licence and Auction Dues (Amendment) Proclamation, 1938. Empowering the Resident Commissioner to waive auction dues under certain circumstances.
- (10) No. 33.—Basutoland Marriage (Amendment) Proclamation, 1938. Enabling a widow to marry her deceased husband's brother under certain circumstances.
- (11) No. 36.—Basutoland Anthrax (Amendment) Proclamation, 1938. Empowering the High Commissioner to proclaim Ports of Entry for animals, and the Principal Veterinary Officer to arrange inspections, etc.
- (12) No. 37.—Basutoland Income Tax Proclamation, 1938. Fixing the normal rates of income tax and super tax for the year ended 30th June, 1938.

- (13) No. 40.—Basutoland Preservation of Natural and Historical Monuments, Relics, Antiques, Fauna and Flora Proclamation, 1938. Empowering the Resident Commissioner to proclaim any such object for its preservation.
- (14) No. 44.—Basutoland Seditious Proclamation, 1938. Providing generally for the suppression of sedition.
- (15) No. 47.—Basutoland Poll Tax (Amendment) Proclamation, 1938. Defining "ordinary residence."
- (16) No. 54.—Basutoland Seditious (Amendment) Proclamation, 1938. Clarifying the meaning of "seditious intention" in the main law.
- (17) No. 57.—Basutoland High Court Proclamation, 1938. Establishing a High Court for Basutoland to replace the Resident Commissioner's Court.
- (18) No. 58.—Basutoland Subordinate Courts Proclamation, 1938. Consolidating the law relative to Subordinate Courts and to the jurisdiction, powers and duties of officers presiding over such Courts.
- (19) No. 59.—Basutoland Criminal Procedure and Evidence Proclamation, 1938. Consolidating and amending the law relating to procedure and evidence in criminal cases.
- (20) No. 60.—Basutoland Criminal Liability of Intoxicated Persons Proclamation, 1938.
- (21) No. 61.—Basutoland Native Administration Proclamation, 1938. Providing for the recognition of the Paramount Chief and of Native Chiefs, Sub-Chiefs, and Headmen, and defining their powers and functions.
- (22) No. 62.—Basutoland Native Courts Proclamation, 1938. Making better provision for the recognition, constitution, powers and jurisdiction of Native Courts and generally for the administration of justice in cases cognisable by Native Courts.
- (23) No. 69.—Basutoland Public Holidays Proclamation, 1938. Consolidating and amending the law relating to Public Holidays.

XV.—BANKING, CURRENCY AND WEIGHTS AND MEASURES.

There are no agricultural or co-operative banks within the Territory; but the Standard Bank of South Africa, Limited, has a branch office at Maseru.

The currency is provided for under Proclamation No. 2 of 1933 and is the same as in the Union of South Africa.

The weights and measures in common use in the Territory are the British Imperial.

XVI.—PUBLIC FINANCE AND TAXATION.

The following statement shows the revenue and expenditure for the past five financial years:—

Revenue.					
<i>Head.</i>	1933-4.	1934-5.	1935-6.	1936-7.	1937-8.
	£	£	£	£	£
Native Tax ...	90,017	129,313	140,910	153,238	170,117
Customs and Excise ...	90,040	104,442	111,633	121,604	127,775
Posts and Telegraphs ...	12,906	11,437	14,188	15,008	24,504
Licences ...	8,466	8,614	9,181	9,634	10,444
Fees of Court or Office ...	773	361	346	401	391
Judicial Fines ...	423	739	431	815	800
Income Tax ...	4,116	5,608	4,036	5,306	9,749
Poll Tax ...	1,265	1,345	1,334	1,346	1,354
Fees for Services Rendered	1,023	1,016	1,270	1,216	1,498
Interest ...	1,963	1,408	1,303	1,680	3,110
Wool and Mohair Export Duty	8,107	6,786	7,375	8,078	6,908
Miscellaneous ...	12,155	12,422	11,294	14,113	15,564
Education Levy ...	10,339	14,767	16,240	17,777	19,793
Civil Servants Salary Deductions.	4,550	2,689	2,148	—	—
	246,143	300,947	321,689	350,216	392,007
Colonial Development Fund	—	1,543	207	18,688	26,910
Totals ...	£246,143	£302,490	£321,896	£368,904	£418,917
Expenditure.					
<i>Head.</i>	1933-4.	1934-5.	1935-6.	1936-7.	1937-8.
	£	£	£	£	£
Resident Commissioner ...	13,163	13,018	13,603	13,918	15,457
District Administration ...	16,157	16,874	17,318	18,453	21,501
Police ...	33,386	34,188	33,604	32,801	—
Police and Prisons ...	—	—	—	—	44,602
Posts and Telegraphs ...	10,949	10,599	11,990	12,397	13,601
Administration of Justice	13,923	13,676	13,250	13,691	—
Judicial and Legal... ..	—	—	—	—	2,702
Public Works Department	5,308	5,476	5,621	5,374	5,120
Public Works Recurrent...	20,644	25,493	28,338	21,483	24,392
Public Works Extraordinary.	1,031	6,426	5,119	10,487	18,550
Medical ...	25,712	26,605	29,314	29,614	30,078
Education ...	39,352	53,358	57,860	62,055	68,814
Lerotholi Technical School	5,515	6,504	6,205	5,948	7,120
Agriculture—					
Veterinary ...	12,598	12,944	12,295	18,330	19,364
Agricultural ...	7,351	8,665	9,495	7,089	9,388
Allowances to Chiefs ...	11,145	9,413	11,207	12,993	13,017
Basutoland Council ...	735	1,697	1,715	1,719	1,755
Leper Settlement ...	19,670	19,138	18,200	17,933	17,484
Pensions ...	14,562	13,962	16,862	15,349	15,186
Miscellaneous ...	40,911	15,399	6,476	6,114	8,144
Census ...	—	—	196	3,464	855
	292,112	293,435	298,668	309,212	337,739
Colonial Development Fund	—	1,543	207	18,668	26,910
Totals ...	£292,112	£294,978	£298,875	£327,880	£364,649

* Includes expenditure on ecological survey, livestock improvement, wool-classing measures, and the Anti-soil Erosion Campaign.

Liabilities and Assets.

The surplus balance at the 31st March, 1938, amounted to £159,077. £35,000 of the surplus balance is on loan to the Swaziland Government at 3½ per cent. per annum. This loan is repayable by 1943.

The detailed statement of Liabilities and Assets at the 31st March, 1938, is as follows:—

<i>Liabilities.</i>				<i>Assets.</i>			
			£				£
Guardians' Fund	Deposit			On deposit with the Crown			
Account			7,326	Agents for the Colonies,			
Sub-Accountants' Fund	Suspense			London		140,000	
Account			5,795	Crown Agents, London,			
Stores Imprest Account			13,486	Current Account ...		145	
Basutoland Wool and Mohair				Standard Bank of South			
Fund			2,406	Africa Ltd., Current			
Basutoland Education Fund			34,066	Account		30,618	
Bechuanaland Protectorate				Balances in hands of Sub-			
and Swaziland Tax Account			3,860	Accountants		11,262	
Deposits			2,808	Advances Recoverable		7,853	
Colonial Development Fund			2,680	On loan to Swaziland Ad-			
				ministration		35,000	
Balance of Assets over Liabili-				Stores Suspense		5,905	
ties			159,077	South African Railways		811	
			231,594				231,594

The Wool and Mohair Fund was established under Proclamation No. 39 of 1931 with funds received from the Union Government under Notice No. 1493 dated the 15th August, 1930, in respect of wool and mohair exported from Basutoland together with amounts recovered from persons to whom livestock or other articles have been supplied from moneys provided by the Fund. The proceeds of this fund are devoted to the promotion of the future production of wool and mohair. The purchase of high-class merino rams for re-sale to natives described in a previous chapter is financed from this fund.

Estimated Financial Position at the 31st March, 1939.—The latest estimate is that there will be a surplus of revenue over expenditure for the financial year 1938-9 of £15,000, and that the surplus balance on the 31st March, 1939, will amount to £174,077.

Description of Main Heads of Taxation.**NATIVE TAX.**

The rate of tax is 25s. for every adult male native domiciled in Basutoland, and in addition 25s. for each wife after the first, but no native is liable for more than £3 15s. in any one year for himself and his wives.

The collection was £16,880 more than in 1936-7 and was made up of £55,981 Arrear, £113,481 Current (1937-8) and £655 Advance (1938-9) Tax. The total collected during the year was £170,117.

CUSTOMS AND EXCISE.

£125,830 13s. 10d. was received from the Union Government under the Customs Agreement and represents .88575 per cent. of the gross Customs revenue of the Union of South Africa for the twelve months ended the 31st March, 1938. Local collections on Union manufactured spirits and beer amount to £1,944 4s. 10d.

LICENCES.

There was no change in the rates paid for the various classes of licences during the year under review.

INCOME TAX.

The rates fixed for the tax-year ended the 30th June, 1937, were the same as those for the previous year and were:—

(1) Normal Tax:—

(a) In the case of companies, for each pound of the taxable amount, two shillings and sixpence.

(b) In the case of persons other than companies, for each pound of the taxable amount, one shilling and as many two-thousandths of a penny as there are pounds in that amount, subject to a maximum rate of two shillings in every pound.

(2) Super Tax:—

(a) When the amount subject to super tax does not exceed twenty-four thousand pounds, for each pound of such amount, one shilling and as many five-hundredths of a penny as there are pounds in that amount.

(b) When the amount subject to super tax exceeds twenty-four thousand pounds, for each pound of such amount, five shillings.

The following abatements were deducted from the taxable income of any person, other than a company, for the purpose of determining the taxable amount:—

Abatements:—

(a) Primary £400.

(b) Life insurance and similar allowances. A deduction not exceeding £50 is made in respect of premiums paid during the period of assessment on policies under which the taxpayer, his wife or minor children are insured against death, accident or sickness.

(c) A deduction not exceeding £10 is allowed for fees or subscriptions paid during the period of assessment to any friendly or benefit society.

(d) £100 for each unmarried child or step-child who was alive during any portion of the year of assessment and was or would have been under the age of 21 years on the last day of the year of assessment.

(e) A sum of £30 for each dependant of the taxpayer.

(f) A deduction of 20 per cent. is made from the Normal tax payable.

The total of the abatements and allowances is reduced.

(1) In the case of every such taxpayer (i) who during any portion of the period in respect of which the assessment is made was married; or (ii) who during the whole or any portion of the period in respect of which the assessment was made was divorced, but maintained during any portion of that period a child of his own or a step-child who was or would have been had he lived under the age of 21 years on the last day of the year of assessment in respect of which, or portion of which, the assessment is made, the reduction shall be by one pound for every completed ten pounds by which the taxable income of such person exceeds six hundred pounds or when the period assessed is less than twelve months, by which it exceeds so much of six hundred pounds as is proportionate to the period assessed: Provided that for the purpose of this paragraph any person who was a widower or widow during the whole or any portion of the period in respect of which the assessment is made shall be assessed as though he had been married throughout that period and any person who has been separated under a judicial order or written agreement throughout that period shall be assessed as though he had been divorced throughout that period.

(2) In the case of all other persons to whom paragraph (1) of this sub-section does not apply, the reduction shall be by one pound for every completed pound by which the taxable income of any such person exceeds three hundred pounds or, when the period assessed is less than twelve months by which it exceeds so much of three hundred pounds as is proportionate to the period assessed. In the case of persons other than companies the assessment is subject to a rebate of 20 per cent.

Companies.—In the case of companies an abatement of £300, which is subject to reductions in accordance with paragraph (2) above.

Super Tax is payable (other than by a public company) on a taxable income exceeding in the aggregate £2,500 in any year of assessment. The taxable income of any person determined for normal tax purposes is the amount upon which the super tax is assessed.

There is an abatement of £2,500 and this is diminished by £1 for every £1 by which the income, subject to super tax, exceeds £2,500.

Dividends accruing to non-residents are exempt from super tax provided such dividends are not paid or payable within the territory.

The sources from which taxable incomes were derived and the amount of tax paid for the tax years 1936-7 and 1937-8 are as follows:—

<i>Source.</i>				<i>1936-7.</i>	<i>1937-8.</i>
				£	£
General Traders ...	...	...	...	3,778	8,368
Civil Servants ...	...	...	...	717	893
Employed persons ...	...	...	...	90	163
Others ...	...	...	...	502	225
Non-residents ...	...	...	...	219	100
				<hr/> 5,306	<hr/> 9,749

The numbers of incomes assessed for current tax and the total amount of taxable incomes in the categories shown are:—

<i>Numbers.</i>	<i>Categories.</i>	<i>Total of Taxable Incomes.</i>
	£	£
13	500 and under	9,238
36	501-750	21,936
30	751-1,000	22,499
25	1,001-1,500	37,612
5	1,501-2,000	16,832
6	Over 2,000	78,908
<hr/> 115		<hr/> £187,025

STAMP DUTIES AND FEES ON DOCUMENTS PAYABLE BY MEANS OF STAMPS.

The duties and fees payable are specified in the Schedule to Proclamation No. 16 of 1907 as amended and are classified under the following heads:—

Arbitrations and Awards.

Bonds.

Courts of Law (District Commissioners' Courts).

Civil Cases (Resident Commissioner's Court).

Acts or Deeds of Donations.

Leases.

Master's Office:

(a) Insolvency;

(b) Orphan Chamber.

Office Fees and Transfers and Miscellaneous.

Estate Duty is payable in terms of the Basutoland Death Duties Proclamation of 1935 at $\frac{1}{2}$ per cent. upon the first £2,000 and up to 17 per cent. on £75,000 and over, and the rates of Succession Duty vary from 2 to 10 per cent.

WOOL AND MOHAIR EXPORT DUTY.

This duty remained at $\frac{1}{4}$ d. per lb. for the period 1st April, 1937, to 31st March, 1938.

POLL TAX.

The rate is fixed at £2 per annum payable half-yearly on the 1st January, and the 1st July, by all adult males domiciled in Basutoland who are not liable to pay Native Tax. In the case of failure to pay any one instalment of the tax within the period provided, a further sum of 2s. for each month or part of a month is payable.

Posts and Telegraphs.

The revenue amounted to £24,504 7s. 6d. during the financial year ended 31st March, 1938, and the expenditure to £13,600 9s. 7d.

During the financial year 1937-8, postal and money orders to the value of £26,417 15s. 3d. were issued and £41,148 5s. 8d. paid

The Union Post Office Savings Bank system is in operation in Basutoland, and the following deposits and withdrawals at post offices in the territory were made during the financial year 1937-8:—

				£
Deposits	...	...	...	36,740
Withdrawals	...	...	...	31,770

Basutoland has its own postage and revenue stamps. The King George VI issue was placed on sale on 1st April, 1938. There are twelve denominations ranged in the following order, the first eleven being postage and revenue stamps: $\frac{1}{2}$ d., 1d., 1½d., 2d., 3d., 4d., 6d., 1s., 2s. 6d., 5s., 10s., and, for revenue purposes only, £1. The respective colours are green, red, light blue, purple, blue, grey, light brown, orange, dark brown, blue purple, olive and black. One design only is used, which contains a vignette of His Majesty the King, placed above a scene depicting the Maluti mountains and the Orange river, while in the foreground is a representation of a crocodile—the emblem of the ruling house of Moshesh.

Johannesburg Agency.

The Report on the Financial and Economic Position of Basutoland dated January, 1935* (page 58), recommended the permanent establishment of this Agency, and all three High Commission Territories now participate and contribute towards the cost of maintenance.

Revenue is collected from the Basuto, Bechuana and Swazis working in the Transvaal industrial and mining areas, and the functions of the Agency are now extended to general welfare work. (A fuller report of the work of this Agency will be found under Chapter VIII, Labour.)

The total revenue collections for 1938 compared with 1937 are:—

	1937.	1938.
	£	£
Basutoland	40,955†	45,978†
Bechuanaland Protectorate	4,483	7,944
Swaziland	9,475	10,934
	<u>54,913</u>	<u>64,856</u>

The collections on behalf of the Bechuanaland Protectorate Administration commenced in May, 1934, and in June, 1934, for Swaziland.

* Cmd. 4907.

† Including Education Levy.

APPENDIX I.

REVIEW OF PROGRESS IN BASUTOLAND, 1935-1938.

The report of the Commission appointed by the Secretary of State for Dominion Affairs to inquire into the financial and economic position of Basutoland was completed in January, 1935, and was presented to Parliament by Command of His Majesty in May, 1935 (Cmd. 4907). The searching enquiry carried out by Sir Alan Pim with the assistance of Mr. S. Milligan into the conditions obtaining in Basutoland at the time of the visit revealed the precarious financial position of the Territory, the decline of its economic resources and the alarming increase of soil erosion in recent years. Radical changes and developments were recommended, covering nearly every aspect of administrative and departmental activity and providing the foundation for the regeneration and rehabilitation of the country. The report was welcomed by His Majesty's Government and by the local Administration and a carefully considered long-range policy was adopted to implement and supplement the recommendations of the Commission.

The results of this policy are now evident and a brief review of the progress made since the publication of the Report seems opportune.

(i) The Financial Position.

In his summary of the position as regards Revenue and Expenditure (paragraphs 231 and 232) Sir Alan Pim found that the revised estimates for the financial year 1934-5 anticipated a deficit of £23,000 on the year's working, reducing the opening balance for the 1935-6 to approximately £9,844. The Estimates for 1935-6, which were then in draft form, provided for a deficit of £3,980, reducing the accumulated surplus balance to less than £6,000. The Education Fund, financed by a contribution of one-quarter of the Native Tax and a special levy of 3s. per taxpayer, was exhausted. There was a deficit of £4,021 at the end of 1933-4 and it was estimated (paragraph 181 of the report) that the adverse balance would be increased to £6,000 by the 31st March, 1935. The deficit was regarded as a debt by the Fund to the general account for the Territory.

On the 31st of March, 1938, the accumulated surplus balance of the general account carried forward to 1938-9 amounted to £159,077 and the reserve of the Education Fund was £34,066. Taken together, these reserves are the largest yet established in Basutoland and their accumulation has been coincident with a policy of vigorous development and expansion of social services.

As shown in the table below, revenue has steadily increased from £246,143 in 1933-4 to £392,007 in 1937-8, the principal increases being under Native Tax, Customs and Excise, Income Tax and Education Levy.

Schedule of Revenue, 1933-34 to 1937-38.

<i>Head of Revenue.</i>				<i>1933-34.</i>	<i>1934-35.</i>	<i>1935-36.</i>	<i>1936-37.</i>	<i>1937-38.</i>
				£	£	£	£	£
Native Tax	...	...	...	90,017	129,313	140,910	153,238	170,117
Customs and Excise	...	...	...	90,040	104,442	111,633	121,604	127,775
Posts and Telegraphs	...	...	...	12,906	11,437	14,188	15,008	*24,504
Licences	...	...	...	8,466	8,614	9,181	9,634	10,444
Fees of Court, etc.	...	...	...	773	361	346	401	391
Fines	...	...	...	423	739	431	815	800
Income Tax	...	...	...	4,116	5,608	4,036	5,306	9,749
Poll Tax	...	...	...	1,265	1,345	1,334	1,346	1,354
Fees for Services Rendered	...	...	...	1,023	1,016	1,270	1,216	1,498
Interest	...	...	...	1,963	1,408	1,303	1,680	3,110
Wool and Mohair Export Duty	...	...	...	8,107	6,786	7,375	8,078	6,908
Miscellaneous	...	...	...	12,155	12,422	11,294	14,113	15,564
Education Levy	...	...	...	10,339	14,767	16,240	17,777	19,793
Civil Servants' Salary Deductions	...	...	...	4,550	2,689	2,148	—	—
Totals	...	...	...	£246,143	300,947	321,689	350,216	392,007

*Sale of Coronation Stamps.

In paragraphs 90 and 91 of his report Sir Alan Pim commented on the methods of Native Tax collection and the state of the tax registers. The improvement which has taken place is, in a large measure, due to closer co-operation between the Chiefs and the Government as a result of the policy of identifying the Chiefs with the collection of tax. Other factors are the personal attention given by District Officers to the checking of tax registers and to the proper recording of exemptions. This is particularly noticeable since 1937 when the Administrative Staff was brought up to its present strength, so enabling District Officers to spend more time travelling in their districts.

Prior to 1936-37 the best collection of Native Tax was made in 1928-29 when £141,719 was realised. During that year (1928-29) the total revenue was £339,892—a record which was not passed until 1936-37. Customs and Excise provided £96,072 of this sum while the Wool Export Duty contributed £33,976.

In accordance with the recommendations of the Commission the fees for Motor Licences were increased by 50 per cent. as from the 1st of January, 1936, and increases were made in the rates of Succession Duties and Fees of Court or Office. The increase of revenue from these sources was estimated at £850.

Provision has been made under the Basutoland Native Trading Proclamation, 1936, for the issue of minor trading licences to natives at the special rates of £5 in townships and

£2 10s. od. elsewhere. These licences do not permit trading in wool, mohair or livestock and should a native wish to engage in this business, which is of a speculative nature, he is required to be in possession of a full Trader's Licence.

In his report (paragraph 98) Sir Alan Pim referred to the credit system of trade as a snare to the native. Legislation was introduced in 1936 providing that no debt for money lent or goods supplied by a non-native to a native shall be recoverable in any Court unless the transaction is approved in writing by an Administrative Officer or the native holds a general permit from an Administrative Officer to contract debts without his approval in each individual transaction. No difficulties have arisen in connection with the working of this proclamation.

Prominence has been given to the improvement in the revenues of the country because the Commission recognized that "Increased resources must be looked for in a reorganization of the system of collection of the Native Tax and in increasing the resources of the people in meeting it, by improvements in the system of cultivation and in the quality of the stock and by organizing the classing of wool and mohair so as to obtain better prices". The table on page 54 shows the improvement effected in tax collection and later on in this memorandum the measures taken to increase the resources of the people will be described. Details will be given of the generous assistance provided by the Colonial Development Fund for this purpose, but it is necessary to note the increased financial resources of Basutoland which have enabled the country to bear a large share of the cost of reorganization and development.

A table of expenditure for the past five years is given. Special comment is not necessary here but the Schedule will be useful for reference when details of development and reorganization are described later in this memorandum.

Schedule of Expenditure, 1933-34 to 1937-38.

<i>Head of Expenditure.</i>	<i>1933-34.</i>	<i>1934-35.</i>	<i>1935-36.</i>	<i>1936-37.</i>	<i>1937-38*.</i>
	£	£	£	£	£
Resident Commissioner ...	13,163	13,018	13,603	13,918	15,457
District Administration ...	16,157	16,874	17,318	18,453	21,501
Police	33,386	34,188	33,604	32,801	—
Police and Prisons ...	—	—	—	—	44,602
Posts and Telegraphs ...	10,949	10,599	11,990	12,397	13,601
Administration of Justice*	13,923	13,676	13,250	13,691	—
Judicial and Legal ...	—	—	—	—	2,702
Public Works Department ...	5,308	5,476	5,621	5,374	5,129
Public Works Recurrent ...	20,644	25,493	28,338	21,483	24,392
Public Works Extraordinary ...	1,031	6,426	5,119	10,487	18,550
Medical	25,712	26,605	29,314	29,614	30,078
Education	39,352	53,358	57,860	62,055	68,814
Lerotholi Technical School ...	5,515	6,504	6,205	5,948	7,120

*Including Prisons.

Schedule of Expenditure, 1933-34 to 1937-38—contd.

<i>Head of Expenditure.</i>	<i>1933-34.</i>	<i>1934-35.</i>	<i>1935-36.</i>	<i>1936-37.</i>	<i>1937-38.</i>
Agricultural and Veterinary					
Department :—					
(1) Agricultural Division ...	7,351	12,944	9,495	7,089	9,388
(2) Veterinary Division ...	12,598	8,665	12,295	18,330	19,364
Allowances to Chiefs, etc. ...	11,145	9,413	11,207	12,993	13,617
Basutoland Council ...	735	1,697	1,715	1,719	1,755
Leper Settlement ...	19,670	19,138	18,200	17,933	17,484
Pensions ...	14,562	13,962	16,862	15,349	15,186
Miscellaneous ...	40,911	15,399	6,476	6,114	8,144
Census ...	—	—	196	3,464	855
Totals ...	£292,112	293,435	298,668	309,212	337,736

(ii) Administration.

The Commission found an Administrative Establishment comprising seven Assistant Commissioners, one Deputy Assistant Commissioner, ten Police Officers and ten European Clerks. The recognised line of promotion was from Clerk to Police Officer and from Police Officer to Assistant Commissioner and, as the Commission pointed out, this system was not in the best interests of the Service. Officers performing purely clerical duties almost entirely of a routine nature were promoted to be senior Police Officers without any of the training required for that work, and their subsequent experience as Police Officers was not a suitable training for Administrative appointments.

The reorganization of the Administrative and Police services on separate lines was accomplished on the 1st of January, 1937. At the same time the staff of the Government Secretary, a Chief Clerk and two Clerks, was replaced by a First Assistant Secretary and two Assistant Secretaries, these posts being filled by officers seconded from the District Administration.

The establishment for the District Administration was fixed at eight District Commissioners and fifteen Assistant District Commissioners and Cadets. To attract suitable entrants and to provide reasonable prospects of advancement the salary scale of District Commissioners was raised to £700 × £30—£900 and that for Assistant District Commissioners and Cadets on probation was fixed at £340 for two years, then £360 × £20—£500 × £25—£600 with an efficiency bar at £500. Leave passages to and from the United Kingdom are now provided for District Officers and their wives and, with due allowance for climatic conditions, these scales are comparable with those in force in East Africa. The vacancies in the cadre of Assistant District Commissioners were filled by the promotion of those serving officers who were suitable for inclusion in the Administrative Service and by new appointments by the Secretary of State from officers selected for the Unified Colonial Administrative

Service. Arrangements have since been made for all newly appointed Cadets to take the usual course of training at Oxford or Cambridge.

Two of the Assistant District Commissioners included in the establishment of fifteen are for employment out of Basutoland, one as Private Secretary to the High Commissioner and the other in charge of the Johannesburg Agency.

The reorganization of the Police as a completely self-contained department, providing a satisfactory career for suitable officers, followed generally the lines recommended by Sir Alan Pim. It was considered desirable, however, that the junior officers should be regarded as being of commissioned rank, the Native ranks continuing to provide the non-commissioned officers of the force. To conform with the nomenclature in force in most Colonial dependencies the titles of Inspector and Sub-Inspector were changed to Superintendent and Assistant Superintendent. Control of the Prisons was transferred from the District Commissioners to the new Department the District Commissioners being appointed as Visiting Justices. The Head of the Department was styled Commissioner of Police and Prisons. The European establishment and salary scales were fixed as follows :—

Commissioner of Police and Prisons	...	...	£750
Four Superintendents	...	...	£400—£20—£600
Eight Assistant Superintendents	...	...	£240—£10—£360
One Head Gaoler	...	...	£300—£15—£360
Two Gaolers	...	...	£240—£15—£300

The system of accounting in the Stores Department has been simplified, and increasing supplies of local produce are purchased for fodder and rations, preference being given to such locally produced crops. Purchases by officials of supplies from the Government store have been discontinued except in the case of fodder, petrol and oil for officers in receipt of horse or motor transport allowances, and it was found possible to reduce the Stores Imprest by £5,000 in 1938-9. The increased work thrown upon the Stores Department by the Anti-erosion Works and the general development schemes undertaken since 1935 has been done with the same staff as in 1933-4. This has been possible by the reorganization described above.

Sir Alan Pim referred to the Government Agency at Johannesburg as an excellent feature and recorded that regarded merely as a revenue collecting Agency it had fully justified its existence but that its general welfare activities were of even greater importance. It was then still treated as being in the experimental stage but in January, 1936, it was established on permanent lines as an Agency for the three High Commission Territories. The staff was then an Assistant District Commissioner and a Clerk with eight Native tax collectors, but with

the demands made upon the Agency by the increasing mining activity on the Rand it has been necessary to increase the staff of Administrative Officers to three, Bechuanaland and Swaziland each providing one. The cost of the Agency is shared between the three Administrations in the following proportion:—

Basutoland	...	...	...	...	75 per cent.
Bechuanaland	...	...	...	...	15 "
Swaziland	...	...	...	...	10 "

The annual collections of Basutoland tax and education levy through the Agency for the past five years were as follows:—

					£	s.	d.
1933-34	...	...	...	...	32,556	7	0
1934-35	...	...	...	...	38,066	12	0
1935-36	...	...	...	...	39,833	0	0
1936-37	...	...	...	...	40,954	12	0
1937-38	...	...	...	...	45,977	18	0

Perhaps the greatest service rendered by the Agency is in keeping the mine workers in touch with their homes and in tracing missing relatives, but working in close association with the Union Native Affairs Department and with the Chamber of Mines much has been done to improve the conditions under which natives from the territories are employed, and to adjust differences between the natives and their employers as they arise. Up to the end of 1938 the Agency dealt with no less than 5,269 applications for assistance, return of relatives, repatriations and similar matters, most of which were brought to a successful conclusion.

Possibly the most important change which has taken place has been in the relations of Government and the Native Administration of Basutoland. Sir Alan Pim found that "The Government and the Native organization still work practically independently of each other, and no attempt has been made to combine them into a real system of government or to make such modifications in the Native system as would render it capable of dealing with the changing condition of modern times and with the effects of the introduction of a money economy and of contact with European institutions. . . . In some ways the dual institutions seem to have become even more aloof from one another of recent years."

Earlier in his report Sir Alan Pim said: "When the Territory was first taken over in 1868 and afterwards resumed in 1884 the British Government was practically a border Administration and could not take any effective action in internal affairs. There was then and there is now no rule either direct or indirect by the British Government. The Nation is ruled by its Chiefs and the Government can merely proffer advice; this is not asked for nor welcomed when it is a question of how the rule should be administered, but is clamoured for when a

difficult position arises. The Basuto receive protection without control and not only the Chiefs or the National Council, but the mass of the people consider their obligations are fulfilled by paying taxes. Apart from this they are obsessed by the idea of their complete independence, except those who have suffered under the oppression of their Chiefs."

The Native Courts were the subject of severe criticism and attention was drawn to delays, denial of justice and the lack of control or organization.

The Native Administration has for the past three and a half years been associated through the Paramount Chief and Chiefs with every development which has taken place. A feeling of trust and mutual confidence has been established and whenever necessary strong concerted action has been taken by the Paramount Chief and the Government to prevent abuses and oppression and to ensure justice. In the words of the Paramount Chief "The Resident Commissioner and the Paramount Chief are now one—there are not two Governments but one Government". This has been an important factor in the measures which have been undertaken for the rehabilitation of the country. Instead of meeting with suspicion and obstruction the anti-erosion, livestock improvement and similar schemes have been welcomed and supported by the Basuto and their success has been assured.

The final stage was reached at the end of 1938 when a Native Administration Proclamation and a Native Courts Proclamation on the lines of similar legislation in Nigeria, Tanganyika and Northern Rhodesia were enacted with the full agreement of the Paramount Chief and his advisers. The Paramount Chief took the greatest interest in the drafting of these proclamations and made many valuable suggestions which were adopted in the text.

(iii) **Administration of Justice.**

As mentioned by Sir Alan Pim the High Court of the Territory was the Court of the Resident Commissioner. It is not necessary to comment upon the undesirability of the executive head of the Administration combining his duties with those of a Judge, but sufficient to note that this arrangement came to an end on the 31st December, 1938, when a separate High Court was established for each of the three High Commission Territories. Proclamations constituting the Courts of Administrative Officers as Courts subordinate to the High Court and defining their jurisdiction and procedure, were enacted at the same time. District Commissioners and Assistant District Commissioners in charge of districts or sub-districts are appointed to hold Subordinate Courts of the first class, Assistant District Commissioners to hold Subordinate Courts of the second class, and Cadets to hold Subordinate Courts of the third class.

The enactment of the Native Courts Proclamation has been recorded in a previous paragraph. It provides for the establishment of Native Courts by Government, with appropriate jurisdiction in civil and criminal matters, their supervision and control by Administrative Officers, for the review of cases and the hearing of appeals.

(iv) Medical and Public Health.

After reviewing the earlier medical work and organization in Basutoland and paying a tribute to the competence and devotion to duty of the medical staff Sir Alan Pim summarized the primary medical need of Basutoland as "the wider extension of medical and public health services." "This," he said, "would include the construction of new hospitals and improvement of some of the existing hospitals, the construction and maintenance of out-dispensaries and the training of the staff required for them, the commencement of a real attack on venereal disease, the extension of maternity and child welfare work, and, in the lowlands at any rate a small public health organization directed more especially to the protection and improvement of village water supplies and to general health propaganda including such matters as precautions against typhus."

One of the first steps towards the fulfilment of this not inconsiderable programme was the appointment in 1936 of an additional Medical Officer who was posted to Maseru to relieve the Principal Medical Officer of much of the clinical work he had previously undertaken and so give him time for administration and organization.

The improvement in the financial position of Basutoland allowed an early start to be made in increasing the accommodation for Natives in the Government Hospitals, and in pursuance of a five years' plan the following additions have been made or provided for:—

(a) *Qacha's Nek Hospital* (1936-7).—The accommodation for Native patients has been increased from 12 to 32 beds, including the construction of two isolation wards of two beds each. A new operating theatre, laundry, sanitation and electric light were provided. The enlargement and rebuilding of this hospital were carried out at a cost of £2,151.

(b) *Mokhotlong Cottage Hospital* (1936-7).—As a temporary measure to provide sorely-needed accommodation for Native patients at this isolated outstation in the eastern mountains certain existing buildings were converted and equipped to provide eight beds including two in a new hut for isolation purposes. The District Surgeon (a Mosuto),

who was then in receipt of a retaining fee from Government, was appointed to be a full-time Medical Officer. The cost of converting the buildings and equipping the cottage hospital was £400. The estimates for the current year (1938-9) provide for new wards to increase the accommodation to 20 beds at an extra cost of £1,000.

(c) *Mafeteng Hospital* (1937-8).—New wards have been constructed to increase the accommodation for Native patients from 22 to 42 beds. Wide verandas have been provided for convalescents which will hold eight additional beds in an emergency. The cost of enlarging this hospital was £1,870.

(d) *Maseru Hospital Maternity Block* (1937-8).—This extension of the Maseru Hospital contains 16 beds, a labour ward and the usual offices. It was erected at a cost of £1,250 from a grant made by the Johannesburg Chamber of Mines.

(e) *Quthing Hospital* (1938).—This hospital has been rebuilt and enlarged to accommodate 26 beds instead of 12, including two isolation wards of two beds each. A new operating theatre, laundry and improved sanitation have been provided. Total cost £1,460.

(f) *Leribe Hospital* (1939-40).—Provision has been made in the draft estimates to increase the number of beds from 26 to 46. The new wards will have wide verandas which, as in the case of the Mafeteng Hospital, will hold eight additional beds in an emergency. The cost of enlarging this hospital is estimated at £1,700.

(g) *Teyateyaneng Hospital*.—This new hospital will be commenced in 1939. It will contain 24 beds for Native patients only and will cost £5,100 spread over two years.

As a result of re-arrangements and adjustments of existing accommodation and the extensions and alterations which have taken place the number of beds available for Native patients has been increased from 140 in 1935 to 240 at the present time. When the extensions to the Mokhotlong and Leribe Hospitals are completed and the Teyateyaneng Hospital is opened 296 beds will have been provided for Natives in Government Hospitals.

A new factor is introduced by the interest of Missions in medical work. In the last two years three Mission hospitals have been opened:—

(a) *Roma Mission Hospital* (1937).—Erected at the headquarters of the Roman Catholic Mission and providing 28 beds.

(b) *The Scott Hospital, Morija Mission* (1938).—Built and equipped by the benefaction of a local resident at the headquarters of the Paris Evangelical Mission to provide 26 beds.

(c) *The Paray Mission Hospital* (1938).—Built by the Roman Catholic Mission at Ntaote's village in the centre of the mountain area. This hospital provides 16 beds and is subsidised by the Basutoland Government to the extent of £200 per annum.

These three Mission hospitals have provided an additional 70 beds, making a total of 310 beds for Native patients: one for every 1,900 of the population as compared with one for every 4,000 at the time of the Commission's report.

In 1936 a dispensary was opened at Morija staffed by a Native dispenser and visited weekly by the Medical Officer, Maseru. It was discontinued in June, 1938, when the Scott Hospital was opened and is being moved to Matsieng, the headquarters of the Paramount Chief, as soon as a suitable building can be provided.

Four trained Native nurses were appointed in 1937 and 1938. Three are stationed at the Maseru, Qacha's Nek and Mokhotlong Hospitals and one at the Leper Settlement. Ten probationer Native nurses are in training at the Maseru Hospital. Five of these have completed two years' training in general nursing and five one year's training. In their third and fourth years they will be trained in Midwifery and Child Welfare and will then be available for employment in Government Hospitals or village work. Accommodation for these probationers was provided at a cost of £750 from a grant from the Johannesburg Chamber of Mines. Consideration is now being given to the training of male subordinate medical staff to assist in the further development of out-dispensaries.

As stated above a Maternity Hospital and Child Welfare Clinic was erected and equipped at the Maseru Hospital. It was opened in April 1938 and by the 31st of December, 169 in-patients were treated. Of these there were 82 deliveries, the remaining cases being complications of pregnancy or labour. The Sister in Charge conducts a weekly ante-natal and post-natal clinic with an average attendance of 35 patients. African women are notoriously conservative in matters of this kind, therefore the institution may be said to have made an exceptionally good start. Now that the initial apprehension has diminished, attendances and admissions will increase rapidly.

The number of admissions of in-patients at Government Hospitals increased from 3,117 in 1934 to 4,434 in 1938. Out-patient attendances increased during the same period from

64,352 to 101,187. Operations have increased from 1,728 (411 major) in 1934 to 2,593 (907 major) in 1938. 6,048 injections for syphilis were given at Government Dispensaries in 1938.

Shelters for out-patients coming from a distance for treatment have been erected at the Qacha's Nek, Leribe, Mafeteng and Maseru Hospitals. These rest-houses, which consist of five rooms each and cost approximately £250 each to build, are a great convenience to natives who would otherwise either have to travel long distances daily or hire accommodation in nearby villages. It is proposed to provide similar shelters at the other Government Hospitals in the near future.

A real attack on venereal disease has been launched, assisted by wide propaganda including the distribution of pamphlets in Sesuto. Treatment is given free of charge at all Government stations and the Mission hospitals are supplied with drugs, etc., for similar free treatment. Treatment by injection is rapidly becoming popular among the people and at Maseru alone 1,500 injections were administered in 1938.

The incidence of Typhus Fever has been reduced from 1,491 cases reported in 1934 to two isolated outbreaks involving 11 people in 1938. Deverminising plant and bathing accommodation have been maintained at all Government stations and are extensively used by natives. In addition a portable plant has been devised and used most successfully in dealing with outbreaks in outlying areas.

In 1935 owing to a dense invasion of the lowlands by rats and other rodents a European officer trained in anti-plague measures was appointed with a Native staff. Not only was there the threat of plague but the rodents were destroying the ripening crops of the natives. An extensive campaign was carried out by the combined efforts of the Administration, the Medical and Agricultural Departments, and the Chiefs and people. A heavily infested area 150 miles long and from six to ten miles wide was practically cleared of rodents and an outbreak of plague (16 cases) which actually occurred in a village in the Mafeteng district in 1936 was promptly arrested. Since then to keep down the rodents in the fields and villages a regular distribution is made of poisoned wheat to be placed in the rat holes. Many thousands of bags of grain are now saved yearly from destruction, and no further cases of human plague have occurred.

In 1937-8 steps were first taken to safeguard village water supplies by preventing surface pollution and seepage. The method employed is to construct a small cement chamber over and around the "eye" of the spring and to lead the water by an iron pipe to a cement or concrete container from which a pure supply of water for drinking and domestic

purposes can be drawn. The average cost for each spring works out at about £2 and over 200 village water supplies have already been protected. This work is greatly appreciated by the villagers and is regarded as one of the most important public health measures yet instituted in Basutoland. Five hundred pounds per annum will be voted regularly until the work is completed.

Owing to an epidemic of smallpox in the Union of South Africa it was considered necessary to vaccinate the people of Basutoland. It was estimated that at least 200,000 had not been previously vaccinated and many others had probably lost immunity. From April to December, 1938, 376,000 persons have been vaccinated or re-vaccinated at a cost of £1,840.

Improvements in the sanitation of most of the Government stations have been effected, including the installation of a water-borne sewage scheme at the Maseru Hospital (which cost £1,406). The menace from house-flies at Maseru has been considerably reduced by the construction of " Baber " Fly Traps at suitable centres.

While the general nutrition of the Basuto has improved very appreciably the fact that cases of pellagra and scurvy were increasing was brought to notice. The evidence was that though the diet of the people was not deficient in quantity it was lacking in proteins and vitamins. Government has made and is making strenuous efforts to persuade the Basuto to alter an almost entirely maize diet to a more varied one. It was realised that Africans are conservative in matters of diet and propaganda through pamphlets, the press and the schools has been employed successfully.

The measures taken to increase the production of vegetables and fruit and to improve meat and milk supplies are described below under the headings " Agriculture " and " Live Stock and Animal Husbandry."

Recurrent expenditure on Medical and Sanitary services increased from £25,712 in 1933-4 to £30,078 in 1937-8. The revised Estimate for 1938-9 is £36,088 and the draft Estimates for 1939-40 provide for £34,138.

(v) Leper Settlement.

For a variety of reasons but principally because of the attitude of the Basuto and South Africa generally to lepers and leprosy it was not possible to carry out the recommendation of the Commission that most of the patients suffering from the neural type of leprosy should be discharged from the Botsabelo Settlement and that no new patients suffering from this type of the disease should be admitted. Recently, for

some unaccountable reason, a considerable number of neural cases at the Settlement have become cutaneous and therefore highly infectious. Had these cases been under village or domiciliary segregation they would have been foci of acute infection.

Surveys in accordance with the recommendations contained in the report of the Commission have been made in the highlands of the Qacha's Nek and Quthing districts and in the lowlands in the Mafeteng district, and indicate that there are few cases of long-standing leprosy in the country. Most of the cases brought to light by the surveys were of the early neural type and of less than twelve months duration. The incidence revealed by the surveys is two per mille in the highlands and .2 per mille in the lowlands.

To increase the efficiency of the inspectorate system two more Native Leper Inspectors have been appointed, making a total of eight. The post of one European Staff Nurse at the Settlement has been abolished and another European Nurse who is retiring is being replaced by two trained African Nurses.

Expenditure on leprosy and the Leper Settlement has been reduced from £19,760 to £17,484 in 1937-38.

(vi) Native Education.

As pointed out by Sir Alan Pim in paragraph 181 of his report the main problem of Basutoland Native Education was one of finance. The position has steadily improved since that time and the deficit of £4,021 in the Education Fund's reserve balance has been converted to a surplus of £34,066 on the 31st of March, 1938.

Education Fund: Revenue and Expenditure, 1933-34 to 1937-38.

Year.	Revenue	Expenditure.	Accumulated Balance.
	(25 per cent. of Native Tax plus a levy of 3s. per taxpayer).		
	£	£	£
1933-34 ...	34,163	45,758	Dr. 4,021
1934-35 ...	47,110	40,062	Cr. 3,048
1935-36 ...	51,493	40,533	14,008
1936-37 ...	56,172	47,088	23,092
1937-38 ...	62,424	51,450	34,066

With the expansion of the revenue of the Education Fund consequent upon the improvement in tax collections (the Fund is financed by a contribution of one quarter of the Native Tax plus a special Education Levy of 3s. per taxpayer) the preparation of the Estimates for 1937-38 was a convenient time to consider the education policy of the country. A remarkable measure of success had been achieved in regard to elementary education

and 70 per cent. of the children of school-going age were actually attending school. For any higher education, however, children were compelled to go outside Basutoland, to Fort Hare or to High Schools in the Cape or Natal at considerable expense to their parents. At this time, too, the South African Native College at Fort Hare, for which bursaries were available from the Basutoland Education Fund, came to a decision not to admit any students who had not matriculated. The significance of this was that Basuto students who wanted to go beyond the Junior Certificate to Matriculation and to higher education levels could not do so in their own country except by private study which was generally impossible. An important storey in the educational structure was entirely lacking or as a member of the Basutoland Council put it "We had a building without a roof". It was recalled that when the proposal for the Education Levy was before the Basutoland Council a promise was given that "Ultimately the Government will start, as soon as funds permit, an Institution of its own for vocational training".

The necessity for a high school which could take students up to matriculation was obvious and it was felt that such a school would also fill a very urgent need by providing a place where the sons of Chiefs could receive suitable education in their own country side by side with their own people and avoiding the danger that they might grow up out of touch and out of sympathy with Basutoland and the Basuto.

The proposal received the support of the High Commissioner, was endorsed by the Advisory Committee on Education in the Colonies and approved by the Secretary of State. The High School which is being built and equipped at an initial capital cost of £10,200 will open early in 1939 with a full roll of students.

Two new Government Intermediate Schools have been built at a cost of £4,150 at Leribe and Mohale's Hoek bringing the number of these institutions from three to five. The Maseru Intermediate School has been considerably enlarged in buildings and staff, and additional teachers' quarters have been erected at three schools.

The grants in aid to Missions for elementary education and training institutions have been increased from £38,482 in 1934-35 to £48,710 in 1938-39 and the 10 per cent. cut in teachers' salaries was restored by the Missions in 1936. The number of teachers with higher qualifications employed by Missions is increasing and the total number of schools has increased from 849 in 1934 to 873 in 1938. During the same period Mission Intermediate Schools increased in number from 37 to 45. Grants in aid have been made to selected schools belonging to Missionary Societies not hitherto assisted where such schools are doing sound educational work and do not overlap with other aided schools.

The total enrolment of pupils has increased from 74,353 in 1934 to 82,808 in 1938. The average attendance has increased from 49,861 in 1934 to 61,424 in 1938 or from 66 per cent. to 75 per cent. Enrolments in Standard Six have almost doubled in the period, and the results in the Education Department's Standard Six examination have shown a steadily rising percentage of passes.

The number of post-Junior Certificate bursaries has been considerably increased. In 1934 one was awarded annually, now eight are available every year, six tenable for two years on the result of the Junior Certificate examination and two tenable for three years on the result of the Senior Certificate examination. The number available on the result of the Standard Six examination has been doubled from six to twelve annually and a new annual bursary to one of the Agricultural Schools in the Union has been established by the generosity of a Maseru firm of merchants.

Expenditure on direction and inspection is met from general revenue and is not charged against the Education Fund. The staff of the Department has been increased by the appointment of a third European Inspector, a fifth Native Supervisor and a permanent Native Clerk. Regulations regarding the constitution and functions of school committees have been promulgated and committees of parents have been formed in certain areas for Mission schools on the lines of the Government Intermediate Schools Committees. The Board of Advice on Education has been strengthened by the inclusion of the Government Secretary and the Director of Agriculture.

Much has been done by the Department of Education to secure better adapted education. The Elementary Vernacular Syllabus has been completely revised and the Intermediate Syllabus is in process of revision to bring them both in line with the principles laid down in the Colonial Office Memorandum on the Education of African Communities. To meet the distinctive needs of girl pupils in the intermediate standards a special housecraft intermediate course has been introduced. The department has defined and standardised a course for the training of girls as Kindergarten teachers and in 1939 five centres will be giving this training. A new two-year course for Elementary Vernacular Teachers (men) has been devised and established having a strong emphasis on the equipment of these teachers for community service and influence. The practical and manual side of the training given to students at the Teachers' Training Institutions has been adapted to meet local needs.

Regulations for Boarding Establishments connected with schools have been drawn up and brought into force with the willing co-operation of the Missions concerned.

The various series of Sesuto Readers in use are being completely rewritten on up to date lines. A quarterly Magazine for teachers has been issued by the Department and is proving very useful.

There is a steady increase in the number of school gardens and the Education Department is co-operating with the Medical and Agricultural Departments in their efforts to improve and vary the diet of the Basuto by the greater use of milk, vegetables and fruit.

The enlarged activities and carefully planned innovations described above are contributing to the wider spread of sound education and making the educational system more effective for real progress throughout the Territory.

The Lerotholi Technical School was dealt with under a separate heading in the report of the Commission as it was not then under the Education Department. It has now been brought under the control of the Director of Education who was Director of the Lerotholi Technical School from 1931 to 1935, and the Principal of the School works under his guidance and supervision. This administrative change has strengthened the work of the School and enlarged its influence. A special evening class for apprentices in their last year has been started, designed to help them in such matters as costing, quoting prices, managing a business, dealing with employers or customers and keeping accounts. An increasing number of craftsmen trained in the School have been setting up their own businesses in Basutoland.

The Agricultural Course of the School has been improved under the advice of the Director of Agriculture and two out of the three winners of the new Annual Agricultural Bursary previously referred to have been boys from the School.

The Lerotholi Technical School is financed from the general revenues of the Territory and not from the Native Education Fund. Expenditure has increased from £5,515 in 1933-4 to £7,120 in 1937-8 but the net cost to Government has only increased by £100 as the revenue from the work turned out by the School has risen from £2,935 to £4,440 in the same period. The enrolment of apprentices is at its maximum and a good many applicants have to be refused.

(vii) Soil Conservation.

Soil erosion was no new phenomenon in the lowlands of Basutoland, but it had assumed threatening proportions at the time of the Commission's visit. The main cause was the rapid run-off of storm-waters from the lower slopes of the hills, and from roads and paths, resulting in the loss of thousands of tons of good soil by surface wash from the hill-sides and fields and causing deep "dongas" or gullies which menaced ten per cent. of the arable land. Even worse than the actual loss of soil was

the effect on the surrounding arable and grass areas by the drying out of all moisture from the soil and sub-soil by seepage into the dongas, most of which were from ten to fifteen feet deep, some as deep as twenty feet and others forty to fifty feet deep.

The Commission regarded the removal of the threat of erosion as the first essential preliminary condition to the development of the economic resources of the country, and recommended the financing of an extensive scheme for dealing with erosion in the lowlands. An application for funds met with favourable consideration by the Colonial Development Advisory Committee and a loan of £160,233 was granted from the Colonial Development Fund and became available on the 1st of October, 1936.

Meanwhile, active steps were being taken to prepare the way and to educate Native opinion to accept the anti-erosion scheme which would involve the disturbance of agricultural routine by the cutting of contour banks through cultivated fields and pasture and an alteration in the method of cultivation so that all the ploughing is done on the countour, parallel to the contour banks. A strong lead was given by the Paramount Chief who requested that anti-erosion work and any other development scheme should be started at his own headquarters as an example to his people. Demonstration work was started on a small scale in 1935 at Matsieng (the Paramount Chief's headquarters) and on the Government reserve at Maseru. Large-scale works commenced early in 1937 after the necessary staff had been engaged and provision made for their housing and the requisite tools and equipment purchased. The conservation works consist of contour banks of earth, stone and wire weirs, earth dams and other incidental works according to local requirements. The contour banks are about fifteen inches in height above the original ground level and twelve feet wide at the base, with shallow furrows on their lower and upper sides, three feet and two feet wide respectively. As the name implies, they are built along the contour and their function is to catch and hold the water running down from above, thus checking its speed and therefore its eroding influence and causing a large proportion of it to be absorbed into the land. The banks are constructed on a slight grade (usually 1 in 300 in the most suitable) so that the water collecting in the furrows above them flows slowly to a gap in the bank or to one end where it is made to overflow, if possible into an existing stream bed or on to a rocky place where its eroding effect will be negligible. The vertical drop between the contour banks is varied to suit different conditions of soil, type of catchment and slope and also varies between cultivated land and pasture. It ranges from $4\frac{1}{2}$ feet to as much as $17\frac{1}{2}$ feet.

When surplus water cannot be discharged into a stream or on to rocks the overflow is led on to pasture lands where the grass offers the best protection to the soil. Should the over-flow be

taken by a donga, and no rocky place be available for the water to run over, a "grass inlet" is made to prevent the spreading of the gully. This consists of a turfed grass slope from 1 in 3 to 1 in 7 in grade down which the water flows into the main channel.

Stone and wire weirs are occasionally used to divert some of the flood water in dongas and turn it on to adjacent pasture, or other land which is thus materially benefited. Excess flood water which passes the weir is held up lower down in the gully by contour banks and small earth dams.

Earth dams are constructed as an integral part of the contour system in certain areas at the junction of watercourses and are a very important factor in slowing up and retaining surface waters.

Other incidental works include the strengthening of dam banks and contour banks by planting with grass, aloes or, where the banks run through cultivated land, lucerne and fruit trees. They also include the planting of trees to hasten the silting up of dongas and to protect badly eroded watershed areas, and the fencing of plantations and dam banks to protect them from damage from stock.

Up to the end of 1938 a total of 27,556 acres had been terrace-banked, and the land below these terrace-banked areas was also reclaimed. The total length of terrace bank (contour banks) constructed is 2,937,577 yards. Forty-nine dams have been constructed and 171,958 fruit and forest trees have been planted.

The results of these works are already spectacular and greatly appreciated by the Basuto. Persuasion and argument are no longer necessary. The sight of once bare slopes now carrying a luxuriant growth of grass, old dongas silting up and grassing over and new ones checked in their infancy, springs flowing with increased strength and dams everywhere for thirsty cattle, have convinced the most sceptical.

A large scale rotational or deferred grazing experiment was commenced at Maseru in 1935 and the indications are that a three piece system for village grazing areas will give good results. More stock can be carried on the same area and the pastures rehabilitated.

Most of the stock in Basutoland was and is depastured in the mountain areas and although soil erosion was not present to the same alarming extent as in the lowlands, the encroachment of bitter Karroo bush following the drought years of 1932 and 1933 was becoming a source of anxiety. Field erosion was also occurring to some extent on the cultivated slopes and along the course of the rough bridle paths. The Commission advocated the appointment of an ecologist to study the position in the

highlands at an estimated cost of £3,000 and subsequently a grant of £3,070 was made from the Colonial Development Fund to cover the cost of an Ecological Survey. The principal objects of the survey were (a) to ascertain the best system of pasture management and livestock distribution in order to preserve the pastures in the interests of the livestock and to prevent erosion and (b) to work out a practical system for application to the cultivated fields on the mountain slopes to prevent their destruction by erosion.

The survey was completed in 1937 and the report published in 1938. The first set of accurate, simple and well-designed pasture and grazing experiments recommended by the Survey to ascertain the stock-carrying capacity of the mountain area and the best method for checking the encroachment of the Karroo bush have been laid down. A simple form of rotational grazing and pasture management was advocated for village areas and for the larger "cattle-post" areas. Recommendations for cultivation in the mountain valleys and slopes included the best type of crops (peas, wheat, etc.) to provide cover for the soil, the introduction of the "strip" method of cultivation and correct ploughing of the land along the contours instead of up and down the slopes. Action has been taken with a view to gradually introducing the measures recommended and the construction of a system of properly graded and drained bridle-paths is now being undertaken by the Public Works Department. Particular attention is being paid to drainage so as to prevent erosion from taking place.

(viii) **Agriculture.**

A long-range agricultural scheme was prepared with the principal objects of (a) the improvement and maintenance of the health of the people by the use of more vegetables, fruit and animal products and (b) bringing about an improvement in crop production and so increasing the purchasing power of the people to enable them to secure more than the bare necessities of life. The last object could only be attained by the selection and exploitation of those branches of farming which are well suited to Basutoland and likely to give the best monetary returns to the producer over a period of years.

The first part of this programme, the provision of a more varied diet, is being partly carried out by the establishment of terraced vegetable and fruit gardens by the villagers. During 1935 a number of demonstration gardens were established, each terraced as a direct anti-erosion measure and provided with a small dam or other water supply and a manure-pit where compost can be made. These small, well-worked gardens produce an abundance of vegetables and fruit to replace or supplement the

standard crops of maize or millet as articles of food and, from the first, were very popular. In 1936-7 the number of gardens had increased to 837 and by the end of 1938 to 3,000. This number includes only those gardens which are properly terraced and provided with watering facilities and compost pits. Annual competitions are held for the best gardens and arouse great interest. It is hoped in a few years to increase the number of standard gardens to 20,000 when they will have become established as part of the normal agricultural practice of the Basuto. The scheme has been financed throughout from Basutoland Revenue.

Crop improvement in the long range scheme included the adoption of better cultural methods, the fertilizing or manuring of crops, the use of better seed and the production of reliable seed in Basutoland, and lastly a greater variety of crops for reasons of human health, soil fertility, and the prevention of erosion.

To find the most suitable crop varieties for Basutoland an experimental station was started in 1935 at Maseru. Seed multiplication plots were started at seven of the Government stations in 1937 for the further testing of selected varieties under field conditions and for the multiplication of seeds and plants required for promoting crop improvement or for use in connection with the anti-erosion works. The results secured at the Maseru station, particularly with regard to strong wheats, early maturing Kaffir Corn (sorghum), grasses and trees, have been of very great value to the Territory. The money for this work has been provided from general revenue.

Native crop production figures indicate that the amount of land brought under cultivation is steadily increasing and that the production per acre is improving but it is too early to say definitely whether the increase per acre is permanent or due to seasonal variation. A clearer picture will be available in a few years and in considering the statistics of production given below it must be remembered that 1937 was an exceptionally good season, 1936 and 1938 were about equal to one another in rainfall and distribution of rain, and were below the average.

Statistics of Agricultural Production, 1934-8.

<i>Crop.</i>	<i>(in bags of 200 lb.)</i>				
	<i>1934.</i>	<i>1935.</i>	<i>1936.</i>	<i>1937.</i>	<i>1938.</i>
Maize	405,974	513,663	491,114	1,135,983	873,750
Sorghum	202,987	194,498	184,179	297,117	197,812
Wheat	152,240	259,331	245,572	383,645	257,812
Peas, Beans and other Crops ...	50,746	64,833	61,393	148,558	109,218
Total—Bags ...	811,947	1,032,325	982,258	1,965,303	1,438,592

The Native Agricultural Associations which increased from 59 in 1935 to 101 in 1938 are a great aid to organised crop and garden crop cultivation. During 1938, 746 lectures and demonstrations were given by members of the Agricultural staff and the total attendances were 26,000. Forty-one tons of superphosphate were used by natives as a fertiliser in addition to kraal manure, ash and compost.

The statistical return given above clearly shows the increase in crops other than the standard crops. The largest increase has been in the production of peas. Peas and wheat are crops of relatively high food and cash value, and are specially good anti-erosion crops owing to the cover provided for the soil during the rains. The production of these crops is therefore encouraged in every way.

For the first time in the history of the country, field crop competitions were held in 1938. Two hundred and forty-two fields were entered for the competitions and the crops and seeds produced were excellent. Tillage and cultivation were generally good throughout. Good entries were also obtained for the various agricultural shows held throughout the country in 1938.

Produce markets have been established in five centres since the end of 1936 and are well patronised. The produce brought in finds a ready sale to natives and, to a lesser extent, Europeans.

(ix) **Live Stock and Animal Husbandry.**

With the same main objects in view and linked up with the main policy of agricultural improvement it was desired to improve the cattle of the country for beef, draught and milking purposes, to restore the horse-breeding industry and to breed mules for transport purposes, and to improve the class of sheep, the quality and marketing of wool.

Assistance for the live-stock improvement scheme was provided from the Colonial Development Fund to the extent of a grant of £640 for the fencing of bull-camps. A sum of £2,390 was offered, to include the purchase of stud bulls and horses, but the improvement of the financial position made it possible for the Basutoland Government to meet these expenses from ordinary revenue. The object of the bull-camps was to provide enclosed areas to which native cows could be brought for service by the imported Government stud bulls. The fencing of the bull-camps was completed in 1937 and in the same year, but late in the breeding season, 21 Afrikaner and four Sussex stud bulls were purchased by Government and placed at stud in the camps. Although the season was far advanced 438 cows were served. Early in 1938 a further 38

Afrikaner and six Sussex bulls were purchased to supplement the work of the bull-camps and were placed at stud on loan to cattle owning natives. Steps were taken to prevent the importation of undesirable breeding stock and, during 1937 and 1938, 4,309 undesirable bulls were emasculated by the Agricultural and Veterinary staff and many more were castrated by the natives themselves.

Anthrax has been almost eradicated as a result of universal inoculation in 1936 and 1937, and inoculations are now confined to the few areas which remain infected.

The cattle census figures show that in spite of good years, with no epidemics, good calving seasons and good grazing and the fact that imports are almost double the exports, the cattle population is not increasing rapidly. This indicates that the people are consuming more meat to the advantage of their health and is an important contribution to the over-stocking and erosion problem.

Cattle Census Returns.

<i>Year.</i>					<i>No. of Cattle.</i>
1935	...	...	...	...	352,331
1936	...	...	...	...	414,872
1937	...	...	...	...	418,921
1938	...	...	...	...	434,990

As a result of the drought and depression years from 1932 to 1934 the country is considerably under-stocked at present, and the time is therefore favourable to improving the quality of the flocks and herds during the building-up period. An indirect result of this improvement in cattle and sheep is that stock owners are assured of the same return from a smaller number of high class animals as from a large number of inferior stock, and the denudation caused by trampling and over-grazing is avoided.

Stock theft was such a menace to the stock owner at the time of the Commission's visit that it was considered by Sir Alan Pim to be the second immediately urgent problem standing in the way of economic development. The serious character of the position left no room for doubt, and the stock-owners were desperate.

Energetic measures have been undertaken during the past three years and, as a result, this form of crime has become rare. The large organizations of stock thieves and receivers have been broken up and dispersed. The attitude of the villagers towards stock thieves has undergone a change and they are no longer terrorized and dominated by them. This was achieved by the action of the Chiefs themselves headed by the Paramount Chief, and by strong and frequent patrols consisting of police and Chiefs' representatives who periodically traverse even

the most isolated parts of the mountain area and keep a close check on the movements of the thieves, most of whom are now known to the authorities. The villagers are no longer afraid to give evidence against the thieves, because of the protection afforded by the patrols in their midst, and the stamping out of the nests of criminals which flourished on this crime. The co-operation between the Chiefs and the police has perhaps been the chief factor in checking stock theft, but the change in public opinion towards the thieves has had a marked effect. Stock thieves now bring certain trouble to their villages and are not popular heroes, with meat to give away, as in the past.

During the year 1936 an enquiry was made by the Department into the origin and history of the Basuto pony. The causes of the decline of the once famous Basuto pony were apparent, and with the knowledge gained a horse improvement scheme was launched in 1937.

A number of well-bred stallions of various types were introduced and placed at stud at all the horse breeding centres of the country and steps were taken to emasculate weedy and otherwise undesirable stallions. Small fees are charged to the owners of mares sent to stud but the horse-breeders maintaining the Government stallions are allowed free service. Registers are kept of the progeny of these stallions and the best of them will be retained in the country as breeding stock.

All funds for this purpose have been provided from ordinary revenue and the scheme includes the provision of Catalonian Donkey Jacks for mule breeding. In 1937, 19 horse stallions (2 Arabs, 1 Percheron and 16 thoroughbreds) and 5 Catalonian Donkey Jacks were introduced into Basutoland. During 1938 13 thoroughbred stallions and 13 Catalonian Donkey Jacks were purchased. Two stallions previously imported stand at stud at the central stud stables at Maseru. The 50 sires imported in 1937 and 1938 are standing to stud, as described in the preceding paragraph, with leading breeders throughout the country and in 1939 it will be possible to give the first breeding results. The sires are being very well cared for by their custodians and there is no doubt that in the course of time the Basuto pony will recover its former fame.

The Veterinary Department, at the request of native owners, castrated 626 equines in 1937 and 2,120 in 1938.

The census figures show a steady increase in equines:—

<i>Year.</i>		<i>Horses.</i>	<i>Asses.</i>	<i>Mules.</i>
1935	...	75,701	18,911	986
1936	...	84,650	22,361	1,275
1937	...	85,017	22,766	1,068
1938	...	87,788	25,314	1,076

It is proposed to restrict the number of asses to 30,000 owing to the manner in which they destroy pasture and so assist

erosion. If their numbers increased too greatly it would mean the displacement of more valuable stock in the shape of horses, mules and cattle.

The number of sheep and goats decreased from 3,834,522 in 1931 to 2,000,120 in 1934. The decrease continued and the census figures showed 1,717,826 in 1935, and 1,674,964 in 1936. The rate of decrease was arrested in 1936, and 1937 showed a small increase to 1,695,325. The figures for sheep only are:—

<i>Year.</i>				<i>Number of Sheep.</i>
1931	...	...	...	2,828,700
1934	...	...	...	1,469,199
1935	...	...	...	1,285,596
1936	...	...	...	1,264,349
1937	...	...	...	1,283,394
1938	...	...	...	1,470,361

The fifty per cent. decrease from 1931 to 1934 could be accounted for by deaths during the drought years of 1932 and 1933 and by reductions by flock owners owing to the small price of wool, but the subsequent decrease was found to be due to intestinal parasites. Compulsory dosing was introduced on the 1st of April, 1936, and in that year the tide was turned and the rate of decrease was arrested. In 1937 for the first time for six years there was an increase.

There is no doubt that the introduction of this compulsory monthly dosing scheme has saved the sheep industry from extinction. In 1938, 11,518,613 doses were administered and the ravages of internal parasites have been overcome.

The country has been free from scab for some years and with the elimination of internal parasites the way is clear for the improvement of the merino sheep and wool industry. In 1935 there were approximately 19,000 half-bred or "bastard" rams in the Territory which were destroying its most valuable industry, namely, Merino Wool. These rams were emasculated and their progeny dealt with in the same manner, with the result that in 1936 only 20 "bastard" rams were discovered. From 1935 onwards a number of high class Merino rams have been imported annually and resold to native flock owners at cost price. The total number so imported to the end of 1938 was 1,748. The lambs from these rams are a vast improvement on the original stock, and the scheme will be continued until all the sheep in Basutoland are high class Merino stock. This trading scheme is being financed by Basutoland's share of the wool-levy instituted by the Union Government and collected at the coastal ports.

During 1935 and 1936 many wool classing experiments and demonstrations were carried out to test the attitude of the natives

and the trading community towards a project to class wool in a suitable manner to meet the requirements of the world's markets. The results were encouraging and a grant of £2,800 was provided from the Colonial Development Fund for wool classing sheds and equipment. Eight sheds were erected in suitable centres in 1937 and eight sets of portable equipment were secured for demonstrations at outlying villages. Additional sums were provided from Basutoland revenue to augment the number of portable sheds and to pay for the additional native staff required annually for training as wool classers.

In 1937 the wool from 49,629 sheep shorn at the sheds and portable outfits was classed. The total weight of wool handled was 250,645 lbs. As the shearing season extends roughly from October to March, 1938 figures are not yet available (February, 1939).

The results achieved in this new undertaking by a limited staff are far beyond expectation and the sorted wool earns a premium of from $\frac{1}{4}$ d. per lb. to the advantage of the sheep-owners.

When the quality of Basutoland wool has been stabilised by the elimination of hairy sheep and the general adoption of wool sorting and classing the recommendation in paragraph 281 of the Commission's report that a sample of 200 bales should be sent annually direct to London and Bradford to stimulate demand for Basutoland wool will be carried out by Government. It is felt that a year or two's delay will be to the advantage of the wool industry.

To supplement the milk supplies of villages, particularly when the cattle are grazing in the mountain areas, Government is encouraging the breeding of Milch goats. The Swiss type has been selected as the most suitable, and a stud is now being purchased.

Another innovation is the introduction of public auction sales of cattle and other livestock with a view to giving the native producer the best prices for his products. Permanent sale pens have been erected in 1938 from general revenue and the first organised sales will be held early in 1939.

It will be seen from the foregoing that the two main requirements to improve and vary the diet of the Basuto and to improve their spending power and standard of living have been steadily kept in sight in the execution of the long range agricultural and animal husbandry plan laid down in 1935 and that a considerable measure of success has been achieved. The full results will not be seen for some years but there is no doubt that the resources of the people have been greatly improved on the lines recommended by Sir Alan Pim (quoted on page 5 of this memorandum) and that they will continue to improve.

(x) Public Works.

The recommendations of the Commission were necessarily limited by the financial position of the Territory which was then in a critical condition.

The roads were described as being "on the whole of a fairly good South African standard" although "even the main and secondary roads were still very deficient in bridges and permanent river crossings". Since 1935 the roads have been adequately maintained and improvements have been made to many of the secondary roads which run towards the interior of the country. Government has also opened a new section of about 13 miles of mountain motor road from White Hill to Sekake's in the Qacha's Nek district. Since 1935 the policy has been more and more to reduce the difference between the standard of main and "feeder" roads by improving the latter. As a result the 22 miles of mountain road to Sehlabathebe is now open to motor transport in all reasonable weather conditions. An appreciable improvement to the feeder roads on the western side of the country has also taken place. The average expenditure on maintenance of roads during the past three years has been £13,000.

The old system whereby all expenditure on roads and bridges was loosely charged to "Maintenance" was discontinued in 1935. It was found impossible to check maintenance costs if the cost of such construction works as cement drifts and low level bridges were included. Such improvements are now provided for in the Estimates under the Schedules of Extraordinary Expenditure.

Two border bridges at Caledon Poort and Makhaleng have been completed and opened for traffic. The work was carried out by the Union Government's Public Works Department at a cost of £19,000 of which Basutoland paid one half.

Ten reinforced concrete low-level bridges and causeways have been constructed since 1936 on the Basutoland road system. Six major donga crossings have been built and many smaller ones have been permanently strengthened.

Road-side erosion first received the attention of the Public Works Department in 1933 but since 1935 the majority of the road-side dongas have been stopped or reclaimed. In areas where contour work has not yet been done as part of the general anti-erosion scheme the dongas are dammed and the road drains are carried across the dongas to the non-eroded ground beyond. All such work is done in the closest association with the anti-soil erosion officers.

Sir Alan Pim's recommendation that regular allotments should be made to District Officers to enable them to maintain the more

difficult sections of the existing bridle paths was put into effect in 1936 when £1,000 was allocated for this purpose. Since then annual grants of £1,000 were made and a great improvement effected, particularly in the Qacha's Nek district and sub-district.

But it was obvious that the most urgent need of Basutoland transport was the construction of an adequate system of bridle paths or pack trails to connect the mountain areas with existing roads. The mountain areas comprise three-quarters of the whole territory and the almost total absence of any reasonable means of communication to or within these areas was a grave and serious handicap to any form of administration or development. In the greater part of the year it was almost impossible to evacuate any produce, and revenue suffered accordingly. The state of the existing trails and the suffering of the pack animals using them was vividly described in the report of the Commission.

So, in 1937 an officer of the Public Works Department carried out a comprehensive reconnaissance survey of the main bridle paths of the territory. He estimated that an expenditure of £15,500 would be required to construct 1,670 miles of properly graded paths over a period of approximately three years. The necessary funds were provided from Basutoland revenue and construction commenced early in January, 1938. Very good progress has been made in this work which is considered by many to be the most important development work yet undertaken in Basutoland. The worst passes have already been surmounted at a grade of 8° or 1 in 7 and the nightmare struggles of pack animals over boulder strewn mountains are already a thing of the past.

The reorganization of the Administrative and Police services as separate units required the building of additional office accommodation in several Government stations. There were also insistent demands for more adequate post office accommodation in many parts of the country. At Qacha's Nek a modern Post Office building was provided at a cost of £1,000. A large office for the Native staff forms part of this building and a rearrangement of the accommodation at the central Government Office has resulted in the Administrative, Police and Post Office staffs being suitably housed.

At Teyateyaneng it is proposed to construct separate offices for the Police, thereby providing increased accommodation for the Post Office.

At Maseru many new public buildings have been constructed, chiefly for the Medical and Agricultural Departments. These are described in detail later in this section.

At Mohale's Hoek a new Police Office has been provided for in the 1939-40 Estimates.

New Government Offices are being built at the Mokhotlong sub-station.

Since 1935 it has been necessary to provide increased office and housing accommodation for the Agricultural Department in consequence of its expansion and of the extra staff required for the anti-erosion works. These include a new office building in Maseru costing £575, a Veterinary Clinic, Stud Stables and Government Pack-horse Stables at Maseru costing £1,200. These were a charge against Basutoland revenue. In addition accommodation has been provided for the anti-erosion staff at a cost of £9,100 from the grant for Anti-erosion work. Two new houses were built and five houses were purchased which required considerable additions and repairs.

In addition the following quarters have been constructed or are under construction for European officials: Quarters for the Assistant District Commissioner at the mountain sub-station of Mokhotlong; quarters for the Assistant Superintendent of Police, Butha Buthe; a new house for the Postmaster at Butha Buthe; three new quarters for Government officials at Maseru and two new quarters, one at Mafeteng and the other at Qacha's Nek. Two houses have been purchased, one at Maseru and the other at Mohale's Hoek.

On the subject of the housing of Native staff the Commission's report (page 132) stated "the Native quarters at Mokhotlong are very bad, those at Mafeteng inadequate and there are none at Mohale's Hoek." It had been represented to the Commission that "more accommodation should be provided generally" and the Commission reported that "it is undoubtedly true that the standards of accommodation of 30 years ago no longer satisfy the Native officials with their generally higher standard of living". Sir Alan Pim realised that with the exception of Mokhotlong, which was urgent, nothing could be done until the arrival of better times.

A considerable building programme of Native staff quarters has been carried on in the past four years. At Mokhotlong 14 two-roomed Native quarters and two three-roomed quarters have been built. At Mohale's Hoek eight cottages each containing two living rooms and a kitchen have been provided. At Qacha's Nek six two-roomed cottages and a larger house for the police sergeant have been constructed, and at Teyateyaneng four three-roomed cottages are being built. A total sum of £3,000 has been expended on the housing of Native staff and it is intended to continue with this work by the allocation of substantial sums annually.

The conditions at the Border Police Posts in the mountainous districts of Qacha's Nek and Quthing (not visited by the Commission) were very bad. Accommodation for the men and stabling for their horses were quite inadequate. Considerable

improvements including new stables have been made and the detachments at these isolated posts have now adequate accommodation. New buildings for two border police posts in the lowlands consisting of quarters, offices and stables were constructed in 1937 at a cost of £500.

In addition to the above, two comfortable cottages for senior Native officials at Leribe have been purchased and a group of cottages and rondavels at Quthing were purchased in 1938 for the Native staff.

Most of the work carried out for the Medical Department has already been described in another section of this memorandum but it is summarized below to complete the Public Works picture.

The Qacha's Nek Hospital was practically rebuilt in 1936 when the ward accommodation was doubled, a modern operation theatre provided, together with an isolation block, laundry, store rooms and an electric light installation. Cost £2,151.

The Native ward accommodation at the Mafeteng Hospital was doubled in 1937-8 and roomy verandahs for convalescent patients were added at an inclusive cost of £1,870.

The Quthing Hospital has been enlarged, ward accommodation doubled and a new operating theatre, isolation wards and laundry provided. Cost £1,460.

A Cottage Hospital was provided at Mokhotlong three years ago by converting existing buildings. A more comprehensive scheme is being carried out in 1938-9 at a cost of £1,000.

A Maternity Hospital has been constructed in the grounds of the Maseru General Hospital at a cost of £1,250.

During 1939 the accommodation of the Leribe Hospital will be doubled and a start made with the construction of a new hospital at Teyateyaneng.

Dispensary shelters consisting each of five or six rooms have been built at Qacha's Nek, Mafeteng, Leribe and Maseru at a cost of £1,000.

Huts for the temporary accommodation of lepers have been constructed near the hospitals at Leribe, Quthing, Mokhotlong and Maseru.

Quarters for Native Nurses have been provided at Maseru (for probationers) and at Qacha's Nek and Leribe.

The Maseru Hospital has had a water-borne sewage system installed at a cost of £1,050. A system for the Mafeteng Hospital costing £450 is being constructed.

Each year a number of Baber fly-traps are being erected at police stables and other centres in Maseru. The expenditure to date is approximately £250.

An important scheme was launched in 1937 to enclose and protect village springs from contamination throughout the Territory.

As stated elsewhere in this memorandum when discussing progress with regard to Education, extensive building operations for a High School were put in hand early in 1938. The buildings approaching completion include the main school building; the boys' boarding-house with three large dormitories, dining-room, kitchen, sick-room, etc.; the Headmaster's house, the Assistant Master's house and two Native teachers' houses. The cost of these buildings including all equipment and an electric light installation is £10,500.

During the present year it is proposed to add a library, museum, a European house for the Matron and two more Native teachers' houses.

New Government Intermediate Schools and Native teachers' houses were built at Leribe in 1936 and at Mohale's Hoek in 1938 at a cost of £2,000 and £2,200 respectively.

The Maseru Intermediate School was enlarged in 1937 at a cost of about £800. Additional houses for Native teachers are being built at the Leribe, Matsieng and Mohale's Hoek Intermediate Schools.

Various other small buildings have been erected from time to time such as accommodation for witnesses attending the Subordinate Courts, cottages for visiting Chiefs, store-rooms, Dutch barns, etc., etc.

A rest-house for Europeans on the Sani Pass will shortly be completed. This is the first of such buildings in the mountain areas but it is expected that in years to come other rest-houses will be found necessary for travelling officials.

As a part of the bridle path construction scheme provision is being made for shelters for travelling natives at stages along the main paths.

The recommendation of the Commission that the water supplies at Quthing and Mafeteng should be improved has been carried into effect. In addition during the past four years the water supplies at several other stations have been enlarged to meet the demands due to the rapid expansion of the Government's social and educational services. The record is as follows: Water boring, erection of pumping plant, etc., at Quthing, cost £960: Erection of pumping plant, rising main and new reservoir at Mafeteng, cost £970: New borehole and pumping plant at Butha Buthe, cost £235: New reservoir, water meters etc. at Leribe, cost £700: A modern deep well pump at the Leper Settlement costing £230. Provision has been made for the installation of water meters at Mafeteng and Quthing but the work has been delayed through the lack of staff.

Large proposals to augment the water supplies of Maseru at an estimated cost of between £9,000 and £10,000 are now being put in hand.

(xi) Geological Survey.

Towards the end of 1938 a Geologist seconded from Tanganyika Territory commenced a Geological Survey of the country. The work is expected to take at least a year to accomplish and the cost is £1,560. Although the indications are that there are no vast deposits of mineral wealth in Basutoland it is hoped that workable seams of coal may be found which would replace cattle manure as fuel and so benefit the fields. In any case it is desirable to ascertain as accurately as possible the mineral resources of the country if only to set at rest the vague stories which have circulated in the past of large treasures locked up in the mountains of Basutoland. The survey is being carried out with the full agreement of that enlightened native ruler, the Paramount Chief of Basutoland, who has done a very great deal to assist in the progress made since 1935.

APPENDIX II.
PUBLICATIONS RELATING TO BASUTOLAND.

- "The Basutos" by Sir Godfrey Lagden, K.C.M.G., 2 vols.—Hutchinson.
 "History of the Basuto" by D. F. Ellenberger and J. C. Macgregor.
 "The Basuto of Basutoland" by E. A. T. Dutton—Jonathan Cape.
 Report on the Financial and Economic Position of Basutoland (Cmd. 4907)—
 His Majesty's Stationery Office
 An Ecological Survey of the Mountain Area of Basutoland, 1938. (Crown
 Agents for Colonies).

Reports, etc., of Imperial and Colonial Interest

THE FINANCIAL AND ECONOMIC POSITION OF NORTHERN RHODESIA

Report of the Commission

[Colonial No. 145] 7s. (7s. 6d.)

LABOUR CONDITIONS IN NORTHERN RHODESIA

Report by Major G. St. J. Orde Browne, O.B.E.

[Colonial No. 150] 2s. (2s. 3d.)

NYASALAND. FINANCIAL POSITION AND FURTHER DEVELOPMENT

Report of Commission

[Colonial No. 152] 10s. (10s. 6d.)

RHODESIA-NYASALAND ROYAL COMMISSION

Report

[Cmd. 5949] 7s. 6d. (7s. 11d.)

LABOUR CONDITIONS IN THE WEST INDIES

Report by Major G. St. J. Orde Browne, O.B.E.

[Cmd. 6070] 3s. 6d. (3s. 10d.)

THE SYSTEM OF APPOINTMENT IN THE COLONIAL OFFICE AND THE COLONIAL SERVICES

Report of Committee

[Cmd. 3554 (1930)] 1s. (1s. 1d.)

LEAVE AND PASSAGE CONDITIONS FOR THE COLONIAL SERVICE

Report of Committee

[Cmd. 4730 (1934)] 9d. (10d.)

PENSIONS TO WIDOWS AND ORPHANS OF OFFICERS IN THE COLONIAL SERVICE, AND COLONIAL PROVIDENT FUNDS

Report of Committee

[Cmd. 5219] 1s. (1s. 1d.)

COLONIAL STUDENTS

Report of the Colonial Students Committee appointed by the Secretary of State for the Colonies, December, 1938

[Colonial No. 161] 9d. (10d.)

Lists are issued showing schedules of Offices in the following Colonial Services with the names and brief biographical records of the holders. Each list includes the Special Regulations by the Secretary of State relating to the Service concerned :—

Colonial Administrative Service List

[Colonial No. 147] 2s. 6d. (2s. 8d.)

Colonial Agricultural Service List

[Colonial No. 157] 1s. 3d. (1s. 5d.)

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[Colonial No. 162] 4d. (5d.)

Colonial Forest Service List

[Colonial No. 163] 6d. (7d.)

Colonial Legal Service List

[Colonial No. 158] 9d. (10d.)

Colonial Medical Service List

[Colonial No. 159] 1s. 3d. (1s. 5d.)

Colonial Veterinary Service List

[Colonial No. 160] 6d. (7d.)

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COLONIAL ANNUAL REPORTS

H.M. Stationery Office publishes the Annual Reports on the Social and Economic Progress of the Peoples of the Colonies and Protectorates, most of which contain a map of the Dependency concerned. More than 40 Reports appear each year and they are supplied at the Subscription price of 50s. per annum. (This rate does not include Mandated Territories.) Individual Reports may also be purchased and standing orders placed for their annual supply

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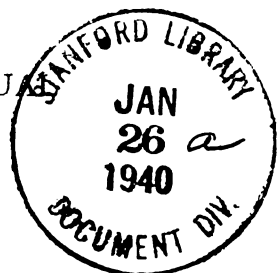
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*(For Report for 1936 see No. 1818 (Price 9d.) and
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Reports, etc., of Imperial and Colonial Interest

THE COLONIAL EMPIRE, 1938-39

Statement to accompany the Estimates for Colonial and Middle Eastern Services, 1939 [Cmd. 6023] 1s. 6d. (1s. 8d.)

NUTRITION IN THE COLONIAL EMPIRE

Economic Advisory Council. Report of Committee.

1st Report—Part I. [Cmd. 6050] 3s. (3s. 4d.)

1st Report—Part II. Summary of Information regarding Nutrition in the Colonial Empire [Cmd. 6051] 2s. 6d. (2s. 8d.)

ECONOMIC SURVEY OF THE COLONIAL EMPIRE

A comprehensive Survey, including Memoranda on the Economic Situation of the individual Dependencies and on the Products of the Colonial Empire

Survey for 1936 [Colonial No. 149] £1 7s. 6d. (£1 8s. 2d.)

COLONIAL DEVELOPMENT

Report of the Colonial Development Advisory Committee for the period 1st April, 1938, to 31st March, 1939 [Cmd. 6062] 9d. (10d.)

LOCAL LEGISLATURES IN THE COLONIAL EMPIRE

Return showing the composition, etc. [H. of C. 169, 1937/38] 6d. (7d.)

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No. 1899

Annual Report on the Social and Economic Progress of the People of

BERMUDA, 1938

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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF BERMUDA, 1938

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MAP

I.—GEOGRAPHY, CLIMATE AND HISTORY.

Geography.

The Bermudas or Somers Islands are a cluster of a large number of small islands situated in the West Atlantic Ocean, in $32^{\circ} 15'$ north latitude and $64^{\circ} 51'$ west longitude, comprising an area of about 19 square miles, and containing a population in 1931 of 27,789. The estimated density of the population is 1,407 per square mile. The nearest point of the mainland is Cape Hatteras in North Carolina, 580 miles distant. The Colony is divided into nine parishes. The capital is the city of Hamilton (population about 3,000). The only other commercial harbour of importance for sea-going ships is St. George's in the extreme east of the group. There is a naval dockyard, as Bermuda is the headquarters of the West Indies and Atlantic Squadron.

Climate.

The range of temperature during 1938 was between 49.8° F. (in March) and 93.7° (in August). The mean temperature for the year was 71.8° F. and the mean relative humidity 78 per cent. The total rainfall was 57.96 inches, .03 inches below the average for the 30 years 1901-1930.

History.

According to the Spanish navigator and historian, Ferdinand d'Oveido, who visited these islands in 1615, they were discovered at an earlier date by Juan de Bermudez, after whom they were called the Bermudas. The exact date of the discovery is not known, but a map contained in the first edition of the *Legatio Babylonica* of Peter Martyr, published in 1511, shows the island "La Bermuda" in approximately correct position.

No aborigines were found on the islands by the early voyagers, and the Spaniards took no steps to found a settlement.

The islands were still entirely uninhabited when, in 1609, Admiral Sir George Somers' ship *The Sea Venture*, while on a voyage with a fleet of eight other vessels conveying a party of colonists to the new plantations then being formed in Virginia, was wrecked upon one of the numerous sunken reefs which surround the islands on every side. The reef is still called, after the name of the Admiral's ship, the Sea Venture Flat. The stranding of *The Sea Venture* furnished the inspiration for Shakespeare's "Tempest."

Sir George Somers died in Bermuda the following year and his companions, ignorant possibly of the prior claims of Juan de Bermudez, called the group "The Somers Islands." The reports of the beauty and fertility of the land, taken home by Somers' nephew, Captain Mathew Somers, induced the Virginia Company to seek an extension for their charter, so as to include the islands within their dominions, and this extension was readily granted by King James I, but shortly afterwards the Virginia Company sold the islands for a sum of £2,000 to a new body of adventurers called "The Governor and Company of the City of London for the Plantation of the Somers Island."

During the first 25 years of its existence the settlement prospered exceedingly under the government of the Company, but as the original shareholders, who included many of the most distinguished men of the time, died or disposed of their holdings, the administration was neglected, and the settlers became subject to many grievances and abuses. Finally, in 1679 they appealed to the Crown for redress, and in 1684, a verdict having been given under a writ of *Quo Warranto* against the Charter of the Bermuda Company the Government of the Colony passed to the Crown, and the Company, the members of which then held only 25 shares of land in the island was dissolved.

II.—GOVERNMENT.

The Orders and Constitution of the Colony under the Bermuda Company made provision for a reasonable amount of self-government by the settlers, including the right to elect representatives to make laws within certain restrictions. The first General Assembly for Bermuda was held at St. George's on 1st August, 1620.

When the Government passed to the Crown in 1684, the Commission to the first Royal Governor confirmed the grant of representative institutions, which have been continued without interruption until the present day.

The laws of the Colony are enacted by a Legislature consisting of the Governor, the Legislative Council, and the House of Assembly.

The Governor is assisted by an Executive Council consisting at present of four official and three unofficial members. The Legislative Council consists of nine members of whom three are official and six nominated unofficial. The House of Assembly consists of 36 members, four of whom are elected by each of the nine parishes. There are about 2,717 electors, the electoral qualification being the possession of freehold property of not less than £60 value. The qualification for a member of the House of Assembly is the possession of freehold property rated at £240. The members of the Executive Council and of the Legislature are paid 8s. a day for each day's attendance.

A number of the departments of Government are controlled by Executive Boards, composed of unofficials nominated by the Governor, with the head of the department acting in an advisory capacity only. A majority of the members of most Boards are members of the House of Assembly.

There are two municipalities and nine parish vestries exercising the right to impose local taxes.

III.—CIVIL POPULATION.

	<i>White.</i>			<i>Coloured.</i>			<i>Grand</i>
	<i>Male.</i>	<i>Female.</i>	<i>Total.</i>	<i>Male.</i>	<i>Female.</i>	<i>Total.</i>	<i>Total.</i>
1921 Census ...	3,282	3,724	7,006	6,347	6,774	13,121	20,127
1931 „ ...	6,090	5,263	11,353	8,084	8,352	16,436	27,789
1938 estimated ...	6,530	5,710	12,240	9,411	9,737	19,148	31,388*

The following are the figures for births and deaths in 1938 :—

	<i>White.</i>			<i>Coloured.</i>			<i>Grand</i>
	<i>Male.</i>	<i>Female.</i>	<i>Total.</i>	<i>Male.</i>	<i>Female.</i>	<i>Total.</i>	<i>Total.</i>
Living births ...	103	116	219	272	278	550	769
Deaths ...	64	58	122	113	97	210	332
Excess births over deaths.	39	58	97	159	181	340	437

The living birth-rate amongst the civilian population was 24·4 per 1,000, being 17·8 amongst the white and 28·7 amongst the coloured population. The illegitimacy rate was 22·3 per cent. (7·2 white and 28·0 coloured). The death-rate was 11·4 per 1,000 (10·2 white and 12·2 coloured).

* The following is the result of a special census taken on the 26th March 1939 :—

	<i>White.</i>			<i>Coloured.</i>			<i>Grand</i>
	<i>Male.</i>	<i>Female.</i>	<i>Total.</i>	<i>Male.</i>	<i>Female.</i>	<i>Total.</i>	<i>Total.</i>
1939 Census ...	5,774	5,707	11,481	9,439	9,894	19,333	30,814

IV.—HEALTH.

Although other mosquitoes are fairly plentiful, the anopheles has never existed in the islands, which have consequently been free from malaria. Severe epidemics of any kind have been few and far between.

The number of infectious diseases notified from 1933 to 1938, with the principal contributors, were as follows :—

	1933.	1934.	1935.	1936.	1937.	1938.
Anterior-poliomyelitis ...	—	—	—	—	7	2
Chickenpox ...	15	60	130	73	35	100
Diphtheria ...	23	14	6	5	1	1
Typhoid ...	4	5	14	7	2	—
Tuberculosis ...	13	14	14	16	11	17
Measles ...	8	5	7	7	24	11
German Measles ...	1	1	114	200	24	—
Scarlet Fever ...	8	7	6	44	39	25
Whooping-cough ...	199	—	8	6	4	4
Mumps ...	3	52	161	148	4	12

Notwithstanding unavoidable delays in providing a pavilion for tuberculous patients, the incidence of tuberculosis is satisfactory compared with other places, but with the outstanding climatic and economic advantages of these islands it should be better than it is.

The infant mortality was 45 per 1,000 for the white and 65 for coloured.

Anti-syphilitic treatment is administered free by the medical officers at the hospital and at each end of the island.

V.—HOUSING.

Building activity remained at a high level, except at St. George's, where the supply is now above the demand.

The original style of architecture, dating back to the early part of the seventeenth century, has been retained in its principal elements, and is widely known for its simple and charming proportions.

The question of finding a more economical method of construction is being investigated with a view of enabling inexpensive but substantial houses to be built for the labouring community.

VI.—NATURAL RESOURCES.

With the exception of the tourist trade, the principal industry of the Colony is agriculture. The farming land under arable cultivation is estimated at 1,000 acres, most of which bears two or three crops each year. The chief crops grown are vegetables, such as potatoes, celery, carrots and tomatoes, which are produced most abundantly during the winter and spring months. The growing of Easter lilies is also of some importance.

Sufficient dairy cattle of good quality are kept to meet the local demand for fresh milk, and poultry-keeping is increasing in importance. Only a small proportion of the meat-supply, consisting chiefly of veal, beef and pork, is produced locally.

In the past years large quantities of vegetables were exported to the North American continent, but at the present time exports have greatly declined and the domestic markets provide the most profitable outlet for produce. A small export trade in vegetables with Canada is still maintained, however, and in 1938 the volume shipped amounted to 53,875 bushels, as against 54,647 bushels in the previous year. Most of the lily flowers and bulbs exported were destined for the United States of America, but a smaller quantity of bulbs was shipped to the United Kingdom. The estimated net value of agricultural produce (exclusive of cut flowers) sold in various countries during the year 1938 was £19,600, as compared with £24,300 in 1937.

The value of agricultural produce sold locally cannot be computed with any degree of accuracy, but it is probably about £200,000.

VII.—COMMERCE.

The most important trade carried on in Bermuda is that of catering for tourists, approximately ninety-five per cent. of whom come from America.

There are at least two boats a week from New York, and on an average one a week from Canada and one every three weeks from England, in addition to cruise ships from these countries.

The promotion of the tourist trade is in the hands of the Bermuda Trade Development Board, the members of which are appointed by the Governor. The Board is composed entirely of unofficals and mainly of persons financially interested in the success of the trade.

An executive department, with a staff of eight, is regularly employed in carrying on the work of the Board in Bermuda, and information offices are maintained in London, Montreal, Toronto and New York.

The public funds voted by the Legislature and expended for the services controlled by this Board, and the number of tourists annually, are shown in the following table :—

Year.	Expenditure.	Tourists.		Total Tourists.
		By Regular Ships.	By Cruise Ships.	
	£			
1931 ...	55,959	47,376	25,962	73,338
1932 ...	57,621	45,190	29,324	74,514
1933 ...	61,366	39,878	22,096	61,974
1934 ...	64,144	45,647	29,509	75,156
1935 ...	70,380	50,198	25,826	76,024
1936 ...	71,943	57,270	23,316	80,586
1937 ...	68,100	58,646	24,169	82,815
1938 ...	78,744	56,625	25,437	82,062

The 1938 appropriation for advertising was approximately £19,000 for the United States of America, £2,500 for Canada, and £2,000 for Great Britain, in addition to which about £6,000 was expended for general publicity and £3,000 for promotional literature. Some £6,000 was spent locally for the entertainment of visitors. Steamship subsidies of about £33,500 annually are included in the expenditures.

The only direct tax affecting tourists is one of 12s. 6d. on every passenger ticket for persons leaving Bermuda. This tax applies to all residents as well as to visitors.

The shops of the Colony are exceptionally good, and are noted for the fine quality of their stocks of glass, china, woollens and clothing generally. Buyers from the chief houses go to Europe every summer to purchase goods for the winter season. A comparatively low Customs Tariff enables many articles to be sold at lower prices than in the United States of America or Canada. It has been estimated that at least eighty-five per cent. of the revenue of the Colony is derived from tourist trade.

Trade Statistics

(i) VALUE OF IMPORTS AND EXPORTS.

<i>Year.</i>	<i>Imports.</i>	<i>Domestic Exports.</i>	<i>Re-Exports.</i>
	£	£	£
1934	1,340,727	51,200	243,542
1935	1,420,198	55,280	66,258
1936	1,891,676	48,415	87,297
1937	2,183,152	32,321	147,414
1938	1,906,688	51,003	94,940

(ii) PERCENTAGE OF TOTAL IMPORTS PROVIDED BY (a) EMPIRE AND FOREIGN COUNTRIES AND (b) THE PRINCIPAL SUPPLYING COUNTRIES.

Percentages from

<i>Year.</i>	<i>British Empire.</i>	<i>Foreign countries.</i>	<i>United Kingdom.</i>	<i>Canada.</i>	<i>United States of America.</i>
1934	51·1	48·9	28·8	17·0	40·7
1935	51·3	48·7	30·8	16·1	38·9
1936	51·5	48·5	32·8	14·6	38·6
1937	51·5	48·5	33·0	14·5	39·8
1938	48·5	51·5	29·4	14·6	43·9

(iii) PERCENTAGE OF DOMESTIC EXPORTS SENT TO (a) THE EMPIRE AND FOREIGN COUNTRIES AND (b) THE PRINCIPAL COUNTRIES OF DESTINATION.

<i>Year.</i>	<i>To British Empire.</i>	<i>To Foreign countries.</i>	<i>To Canada.</i>	<i>To United States of America.</i>
1934 ...	52·6	47·4	51·0	47·4
1935 ...	60·9	39·1	58·3	39·1
1936 ...	56·0	44·0	56·0	44·0
1937 ...	17·9	82·1	12·9	82·1
1938 ...	49·0	51·0	32·9	51·0

(iv) PRINCIPAL ITEMS OF IMPORTS DURING 1937 AND 1938

Year.	Item.	Total Value. £	Principal countries of supply with value in £'000.
1937	Foodstuffs	... 545,154	U.S.A. (204), Canada (161), U.K. (66), South America (46), New Zealand (29).
1938	Foodstuffs	... 504,476	U.S.A. (185), Canada (147), U.K. (63), South America (44), New Zealand (30).
1937	Woollen goods	... 135,791	U.K. (122).
1938	Woollen goods	... 108,041	U.K. (95), U.S.A. (9).
1937	Beer, Wines and Spirits.	99,551	U.K. (59), France (11).
1938	Beer, Wines and Spirits.	95,729	U.K. (57), France (7), Canada (5), British West Indies (11).
1937	Electrical goods...	92,022	U.S.A. (63), U.K. (19).
1938	Electrical goods...	95,107	U.S.A. (59), U.K. (27).
1937	Cotton goods	... 76,663	U.S.A. (47), U.K. (25).
1938	Cotton goods	... 63,107	U.S.A. (43), U.K. (16).

(v) PRINCIPAL ITEMS OF DOMESTIC EXPORTS AND RE-EXPORTS.

					1937. £	1938. £
<i>Domestic Exports—</i>						
	Vegetables	...	...	...	15,158	27,109
	Flowers and bulbs	...	...	...	16,963	23,791
<i>Re-Exports—</i>						
	Yachts	...	...	...	71,040	19,110
	Barrels (empty)...	...	...	...	11,509	45,469

(vi) IMPORTS AND EXPORTS OF SPECIE.

Year.				Imports. £	Exports. £
1934	...	...	...	2,140	300
1935	...	...	...	168	200
1936	...	...	...	3,392	2,000
1937	...	...	...	131	500
1938	...	...	...	—	—

In 1934 specie to the value of £2,000 was imported from the British West Indies and in 1936 imports from the United Kingdom were valued at £3,070.

In 1936 the whole of the exports were to the United States of America.

VIII.—LABOUR.

There has been for several years an increasing difficulty in obtaining farm labourers and the number partly or wholly employed in agriculture is now estimated at only 1,000.

The staffs for the large hotels are, as far as practicable, recruited locally. It is, however, necessary for the hotels to import from the United States of America and Canada a large proportion of the staff, especially for the better-paid posts. For this purpose, the Board of Immigration grants permits defining the period of employment and requiring repatriation at the employer's expense on termination of the employment or the expiration of the permit.

Labourers for the building trades are recruited casually and, by a very rough estimate, number 2,200.

In addition, His Majesty's Dockyard gives employment to about 1,000 men.

There are no factories in Bermuda and consequently there is no factory legislation.

No laws affecting labour have been passed during the year under review.

IX.—WAGES AND COST OF LIVING.

Agricultural labourers	...	8s. to 10s. a day, 54 hours a week.
Masons	...	14s. to 20s. a day, 53 hours a week.
Painters and Carpenters	...	14s. to 20s. a day, 53 hours a week.
Building labourers	...	8s. to 10s. a day, 53 hours a week.
Cooks and Maids	...	£5 to £10 a month.
Coachmen	...	£1 10s. to £2 a week.

Cost of Living.

The cost of living expressed in terms of cash is high in Bermuda as compared with the United Kingdom and other British Colonies; rents, fuel and light and transportation are all dearer; foodstuffs, particularly the tinned variety, do not compare unfavourably with those in some colonies; women's clothing is not expensive and generally extremely well cut. All alcohol is cheap.

X.—EDUCATION AND WELFARE INSTITUTIONS.

Education is compulsory between the ages of 7 and 13, but is not free except in a few particular cases. The fees are, however, very low. There are separate schools for white and coloured children, but there is no difference in the standard of education as between the races. The average number of pupils registered in the schools in 1938 was 4,723, and the average attendance 4,022 or 85 per cent.

The statistical records regarding the children of school age at the 31st December, 1938, are as follows:—

	<i>White.</i>	<i>Coloured.</i>	<i>Total.</i>
Aided schools	822	2,458	3,280
Unaided schools	263	217	480
Taught at home	8	5	13
Receiving no instruction (including those mentally unfit).	12	45	57
	<hr/> 1,105 <hr/>	<hr/> 2,725 <hr/>	<hr/> 3,830 <hr/>

Of the children shown as taught at home and as receiving no instruction at the end of December, three and twenty-nine respectively were enrolled in the schools in January, 1939.

Thirty schools are in receipt of grants from the Board of Education. Of these, twelve are attended by white and eighteen by coloured children.

The total expenditure from public funds on education in 1938 was £40,090, of which the principal items were :—

Administration	£
Pensions	1,882
Scholarships	1,145
Domestic Training Centre	828
Buildings, upkeep... ..	875
Grants to schools and scholarships for training of teachers.	424
Purchase of property and improvements to school premises.	25,743
	9,193

In six of the aided schools, secondary school subjects are taught in the higher forms. The Colony is a centre for the Cambridge Local Examinations, which are held in July and December, and every year candidates from a number of the local schools sit for these examinations. There is no local university, and no local institute for the training of teachers.

A Rhodes Scholarship (of £400) is awarded to Bermuda each year, and in addition there are :—

(a) The Bermuda Scholarship, which was provided by Government for the purpose of enabling prospective candidates for the Rhodes Scholarship to proceed to some educational institution abroad for a period of three years. The annual value of this scholarship is £200.

(b) The Bermuda (Technical Education) Scholarship, also provided by Government, by which are established four scholarships each of the value of £150, tenable for a term not exceeding four years "to assist and encourage youths educated in these islands to proceed to institutions abroad for the purpose of acquiring technical and higher educational advantages than it is possible to obtain in these islands."

(c) A Teachers' Training Scholarship of £300 for one year at a University Training Department in Great Britain.

(d) A Teachers' Training Scholarship of £200 for two years at an approved Training College in Great Britain.

(e) Two Scholarships for two years each at a training college in Jamaica of an annual value of £110 for a man and of £90 for a woman.

Domestic Training Centre.—This Centre was started in 1936 with a view to providing courses of training for domestic workers of both sexes, especially for those seeking work in the local hotels. Classes are also held for school girls. The Centre is at present receiving a grant of £1,150 a year from Government funds, and there are two fully-trained English teachers on the staff.

Apprentices.—A number of apprentices, about ten a year, are accepted for training at the Naval Dockyard. These apprentices are recruited by a competitive entrance examination and are admitted between the ages of 14 and 16 on indentures for five years.

No premium is required and the boys receive wages during the period of their apprenticeship. There are, however, often more vacancies than applicants for these appointments. The trades open, to apprentices are generally those of shipwright, engine-fitter, electrical fitter, ship-fitter, blacksmith, plumber, joiner, boiler-maker, copper-smith, mason, carpenter, rigger, sailmaker, pattern-maker, and founder. In addition to his practical training, each apprentice is given the opportunity of attending the Dockyard School for theoretical instruction in a number of subjects. This privilege continues for four years, if apprentices show sufficient promise.

XI.—COMMUNICATIONS AND TRANSPORT.

Shipping.

The total shipping for the year under review, entered and cleared was 6,441,284 tons.

The following tables show the details of the above total, distinguishing between British and foreign ships and between steam and sailing ships :—

		<i>Steam.</i>	<i>British.</i>		<i>Total.</i>
		<i>Tons.</i>	<i>Sail.</i>		<i>Tons.</i>
Entered ...	...	2,648,393	214		2,648,607
Cleared ...	...	2,648,389	214		2,648,603
Total British shipping		...	...	...	5,297,210

		<i>Steam.</i>	<i>Foreign.</i>		<i>Total.</i>
		<i>Tons.</i>	<i>Sail.</i>		<i>Tons.</i>
Entered ...	...	570,705	960		571,665
Cleared ...	...	571,449	960		572,409
Total foreign shipping		...	...	...	1,144,074

The Furness-Bermuda Line operates a service of one to three sailings a week, according to the season, in each direction between New York and Bermuda. The Canadian National Steamship Line operates a weekly service between Canada, Bermuda and the West Indies. Both of these companies are subsidized by the Bermuda Government.

In addition there are direct passenger and freight services between Bermuda and England by the Pacific Steam Navigation Company (monthly) and Elders and Fyffes (every six weeks).

Railways.

A light standard-gauge railway, 22 miles in length, connects both ends of the island to Hamilton.

Roads.

Roads were maintained up to the usual standard. Widenings and improvements were carried out. The roads are not constructed for general motor traffic, and motor vehicles, except the Government and Municipal lorries, ambulances and fire-engines, are prohibited. The roads are for horse-drawn vehicles and bicycles. For these purposes they are satisfactory.

Cables and Wireless.

The Cable and Wireless (West Indies) Limited, associated with Cable and Wireless Limited, operates cable, wireless and wireless telephone services between Bermuda and all parts of the world.

For cables and wireless messages the full rate to England is 1s. 3d. a word, to New York 1s. 6d. a word. The wireless telephone charges are \$27 and \$15 respectively for three minutes.

Postal.

The number of parcels received was 62,925. The money-order business amounted to £62,229. Of this, orders to the value of £55,653 were issued and £6,576 paid. The transit to London for mails is 10–14 days. The postage on letters to all parts of the Empire is 1½d. for the first ounce and 1d. for each additional ounce.

Telephones.

There are about 11,600 miles of telephone line, including underground cables, owned by the Bermuda Telephone Company. The rates for a one-party service are from £12 (residential) to £20 per annum. There is no limit to the number of calls and there are no toll or mileage charges. The system is automatic throughout the Colony. The number of subscribers is 2,257.

XII.—PUBLIC WORKS.

The total expenditure on public works, annually recurrent, and extraordinary, including channel works, was £89,224 as compared with £85,606 in 1937 and £63,436 in 1936. Of the total expended, £25,496 was on dredging, mainly on the Narrows and Town Cut channels, which were improved.

XIII.—JUSTICE AND PRISONS.

The Judicial Department consists of the Supreme Court and two Magisterial Courts.

The Supreme Court is presided over by the Chief Justice and one or two Assistant Justices.

The Magisterial Courts are presided over by one Police Magistrate each.

During the year, 1,285 persons were prosecuted, of whom 91 were discharged and 1,152 punished on summary conviction; the remaining 32 were dealt with by the Supreme Court. Of the 1,152 persons dealt with summarily, 107 were sentenced to imprisonment, and of the 32 dealt with by the Supreme Court, 22 were sentenced to imprisonment.

XIV.—LEGISLATION.

Acts passed during 1938.

No.	Title.
1.	The Public Carriage Act, 1930, Amendment Act, 1938.
2.	The Assistant Clerk of the House of Assembly Act, 1938.
3.	The Bermuda Railway Company Advertisement Act, 1938.
4.	The Horace Hamilton Smith Compassionate Act, 1938.
5.	The Corporation of St. George's Land Act, 1938.
6.	The Islands Company Act, 1938.
7.	The Imperial Agricultural Bureaux Act, 1938.
8.	The Imperial Shipping and Imperial Economic Committee Act, 1938.
9.	The Civil Service Establishment Act, 1937, Amendment Act, 1938.
10.	The Customs Tariff Act, 1937, Amendment Act, 1938.
11.	The Interpretation Act, 1907, Amendment Act, 1938.
12.	The Bermuda Railway Act, 1924, Amendment Act, 1938.
13.	The Board of Trade Act, 1930, Amendment Act, 1938.
14.	The Saltus Trust Act, 1938.
15.	The Cavello Bay Exchange of Lands Act, 1938.
16.	The Pensions Act, 1938.
17.	The E.S. Outerbridge Compassionate Allowance Act, 1938.
18.	The Liquor License Act, 1938.
19.	The Bermuda Scholarships Act, 1927, Amendment Act, 1938.
20.	The Bermuda (Technical Education) Scholarship Act, 1924, Amendment Act, 1938.
21.	The Customs Tariff Act, 1937, Amendment Act, 1938.
22.	The Importation of Potatoes Act, 1938.
23.	The Liquor License Act, 1936, Amendment Act, 1938.
24.	The Pensions Act, 1938, Amendment Act, 1938.
25.	The Coroners Act, 1938.
26.	The Butterfield and Company Act, 1938.
27.	The Passenger Ships Act, 1938.
28.	The Liquor License Act, 1936, Amendment Act (No. 2), 1938.
29.	The Customs Tariff Act, 1938.
30.	The Expiring Laws Continuance Act, 1938.
31.	The Appropriation Act, 1938.
32.	The Immigration Act, 1937, Amendment Act, 1938.
33.	The Deportation (British Subjects) Act, 1937, Amendment Act, 1938.
34.	The Customs Tariff Act, 1938, Amendment Act, 1938.
35.	The St. George's Dredging Act, 1938.

XV.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

There are two private banks in the Colony, the Bank of Bermuda, Limited, and the Bank of N. T. Butterfield & Son, Limited. The assets of these banks as shown in their last published statements amounted to £1,243,636 and £1,130,343 respectively.

English currency and weights and measures are the legal standard. There is, however, a Bermuda Government note issue of £1, 10s. and 5s. denominations to supplement the supply of English notes, which is small. Notes in circulation on 31st December, 1938, amounted to £200,943. The total assets of the Note Security Fund, which is a security for this liability, were, on 31st December, 1938, £249,443.

XVI.—PUBLIC FINANCE AND TAXATION.

The following table shows the total revenue and expenditure of the Colony for the years 1934–8:—

				<i>Revenue.</i>	<i>Expenditure.</i>
				£	£
1934	...	...	...	363,474	372,065
1935	...	...	...	385,339	364,723
1936	...	...	...	431,399	412,414
1937	...	...	...	476,678	450,755
1938	...	...	...	460,002	452,072

Of the total revenue for the year 1938, £309,380 represents Customs receipts.

During the year under review no changes were made in the method of raising revenue.

There is a General Reserve Fund, the market value of which on 31st December, 1938, was £77,021.

The amount standing to the credit of depositors in the Savings Bank on 31st December, 1938, was £108,867 against £97,999 in 1937, and £89,108 in 1936.

The public debt of the Colony stood at £75,000 at the end of the year. A sum of £45,000 was borrowed in 1920, £5,000 in 1925, £20,000 in 1927 and £5,000 in 1930. The amount to the credit of the sinking fund on 31st December, 1938, was £50,212.

The estimated excess of assets over liabilities on 31st December, 1938, was £301,924.

The total assets amounted to £616,285, of which £249,443 was held for the redemption of Government Notes, £114,639 for the Savings Bank and £77,018 for the Superannuation Fund.

The revenue from Customs tariffs was derived as follows:—

						£
From <i>ad valorem</i> duties	...	...	...	...	...	106,341
„ surtax	...	...	...	...	...	37,558
„ duty on spirits and wines	...	...	...	...	...	48,179
„ cigars, cigarettes and tobacco	...	...	...	...	...	19,806
„ malt liquor	...	...	...	...	...	12,442
„ export tax...	...	...	...	...	...	3,800
„ other specific duties	...	...	...	...	...	81,254
						<hr/> £309,380 <hr/>

There is a stamp tax of 12s. 6d. on passenger tickets in respect of every person leaving Bermuda. Revenue from this source is about £44,000. A stamp tax of 1d. is payable in respect of all receipts for £1 or more and in respect of all cheques.

XVII.—MISCELLANEOUS.

Mr. A. W. G. H. Grantham, Colonial Secretary, was transferred to Jamaica as Colonial Secretary with effect from the 29th August, 1938.

Lieut.-Colonel K. I. Gourlay, D.S.O., M.C., acted as Governor during His Excellency the Governor's absence on leave from the 15th August to the 2nd October, 1938.

Major E. A. T. Dutton, C.B.E., was appointed Colonial Secretary with effect from the 25th September, 1938, and arrived in the Colony to take up his duties on the 5th October, 1938.

Mr. J. T. Gilbert, O.B.E., was appointed Attorney-General on the 1st January, 1938.

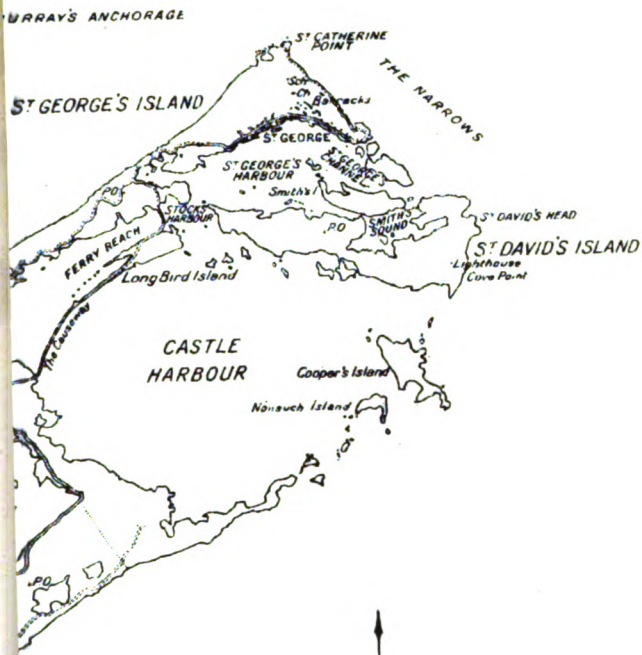
W. Lon. 64° 54'

W. Lon. 64° 37'

N. Lat.
32° 23'

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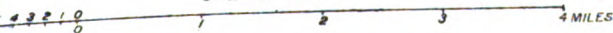
A



LOS

THE ISLANDS OF BERMUDA.

Scale of Miles.



Parish Boundaries

N. Lat.
32° 16'

N. Lat.
32° 16'

W. Lon. 64° 54'
L.B. 1642A, 4310, 625

W. Lon. 64° 37'
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Reports, etc., of Imperial and Colonial Interest

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Report of the Commission

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Report of Commission

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[Cmd. 4730 (1934)] 9d. (10d.)

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Report of the Colonial Students Committee appointed by the Secretary of State for the Colonies, December, 1938

[Colonial No. 161] 9d. (10d.)

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CAYMAN ISLANDS (JAMAICA)
CEYLON
CYPRUS
FALKLAND ISLANDS
FEDERATED MALAY STATES
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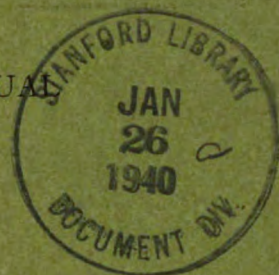
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Economic Advisory Council. Report of Committee.

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Report of the Colonial Development Advisory Committee for the period 1st April, 1938, to 31st March, 1939 [Cmd. 6062] 9d. (10d.)

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Report and Proceedings [Colonial No. 156] 2s. (2s. 2d.)

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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF GIBRALTAR FOR 1938

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I.—GEOGRAPHY, CLIMATE AND HISTORY.

Geography.

Gibraltar is a narrow peninsula three miles in length and $\frac{1}{4}$ mile in breadth with a total area of $1\frac{1}{8}$ square miles, situated in latitude $36^{\circ} 7' 16''$ North and longitude $5^{\circ} 21' 13''$ West, near the southern extremity of Spain, being joined to the mainland by a low sandy isthmus. It consists of a long mountain, the ridge of which, from north to south, divides it into two unequal parts. The extreme height of the "Rock", as the mountain is commonly called, is 1,396 feet. The town is built on the western and southern sides, which face the Bay. The northern and eastern faces of the Rock are an inaccessible cliff, forming a series of rugged precipices at the foot of which, on the eastern side, confronting the Mediterranean, stands the small fishing village of Catalan Bay.

Climate.

The general climate of Gibraltar is mild and temperate, though somewhat hot and oppressive during the months of July and August. The meteorological record for 1938 shows 67° F. as the mean maximum

temperature, the highest shade temperature being 97° F. on the 22nd of July and the lowest 35° F. on the 1st of January. The rainy season is spread over the period from September to May; the annual average rainfall is 35 inches. In 1938, 22·24 inches were registered, of which 7·57 inches fell in December.

History.

Gibraltar was known to the ancients as Mons Calpe, one of the Pillars of Hercules, the other being Mount Abyla, or Apes Hill, on the opposite coast of Africa. It was possessed successively by the Phoenicians, the Carthaginians, the Romans, and the Visigoths, but remained uninhabited till the Mohammedan invasion of Spain.

In 711 the Moorish Chief Tarik-Ibn-Zeyad landed on the Rock and gave it the name of Gibel-Tarik, or Mountain of Tarik, of which the name of Gibraltar is a corruption. It remained in Moorish hands until 1309, when it was seized by the Spaniards. In 1333 it was again taken by the Moors, but was wrested from the Moslem dynasty in 1462 and reverted to the dominion of Spain.

In 1704 it was captured by the British forces under Admiral Sir George Rooke during the War of the Spanish Succession and was ceded to Great Britain by the Treaty of Utrecht in 1713, renewed by the Treaty of Versailles in 1783. Many attempts have been made to retake Gibraltar, especially during the great siege in 1779-83 when General Eliott (afterwards Lord Healthfield) defended it against the united forces of Spain and France, but all have been unsuccessful and it has remained in British hands since its capture in 1704.

II.—GOVERNMENT.

The Government is administered under Letters Patent of the 12th September, 1922, by a Governor aided by an Executive Council composed of four official and three unofficial members. The power of legislation is vested in the Governor, who is also the General Officer Commanding the Garrison.

III.—POPULATION.

The estimated total civil population at the close of 1938 was 20,339 of whom 17,331 are fixed residents. These figures represent the population between sunset and sunrise.

The normal population was considerably increased in 1936 as a result of the military rising in Spain, and at the end of that year it was estimated that some 4,000 refugees remained in the Colony. In 1937 and 1938 the additional population showed no great tendency to decrease, despite the fact that a considerable number of aliens were removed from the city, and it was estimated that some 3,000 refugees still remained at the end of the year.

The number of births during the year was 354, of which 192 were boys and 162 girls. The birth-rate per 1,000 was 20·48. The births refer to the fixed population only.

There were 252 deaths registered, and the crude death-rate was 14.54 per 1,000. The infantile mortality figure was 76.28 per 1,000.

IV.—HEALTH.

The measles epidemic which commenced at the end of 1937 continued into the first half of 1938, in which year 508 cases of this disease were notified. The type was mild throughout; there were only three deaths. At the same time Erythema infectiosum (Fifth Disease) produced 114 notified cases, and concurrent outbreaks of chicken-pox and rubella 102 and 50 cases respectively. Fifteen cases only of diphtheria were reported during the year, with one death. The incidence of enteric fever was considerably increased in the latter half of the year, totalling 28 cases in all with one death. This is the largest number of cases recorded during the past twenty years.

The total number of notifiable infectious diseases reported during the year was 857, more than twice as many as during 1937. With the population of the previously fully crowded city more than twenty per cent. above the normal figures before the beginning of the Spanish civil war, and still increasing, this rise is only to be expected; what has fortunately been avoided so far, is the occurrence of any of these diseases in severe form. The total deaths from all notifiable diseases were twenty-two.

Universal vaccination, with re-vaccination at 12 years of age, is enforced by law; but, in the population inflated by refugees from Spain there must be a considerable nucleus of unvaccinated adults who form a potential focus of grave danger. According to the population records, there are known to be some 2,000 more aliens now resident in the Colony than there were in 1935.

Anti-mosquito and anti-rat campaigns are conducted continuously throughout the year.

Owing to an epidemic of typhus in French Morocco at the beginning of the year, quarantine measures were imposed in this port.

A new tuberculosis sanatorium was in course of construction during the year.

V.—HOUSING.

The building of blocks of tenements for the re-housing of the working classes and the abolition of the slums is progressing and a large block is nearing completion. In addition, privately-owned houses are continually being improved and rebuilt.

The majority of the wage-earning population live in tenement buildings and small flats consisting of two rooms and a kitchen. Overcrowding is prevalent, but elaborate records of all buildings, including the measurements of every room, have been compiled

by the Public Health Department. These are contained in special books from which every detail regarding sanitary conditions, lavatory accommodation, etc., can be obtained. The majority of the buildings occupied by the wage-earning classes are owned by the Crown, but the leases are put out to tender. The Colonial Government has continued its policy of renovating any Crown properties which require reconstruction and a number were completely reconditioned during the year.

VI.—NATURAL RESOURCES.

There is no land in the Colony available for agricultural development, and fishing by local boats is limited to the provision of supplies for local consumption.

VII.—COMMERCE.

The staple trade is the supply of coal, fuel oil, stores and fresh water to shipping, as Gibraltar is pre-eminently a coaling station. A fair amount of business is also carried on in connection with transit cargo to Morocco and Spain.

New coaling machinery was put into operation during 1932 and, with effect from the 4th of May of that year, vessels calling solely for bunkers were exempted from the payment of port dues. This concession is not prejudiced if the steamer also takes in water, ships' stores and fresh provisions, or temporarily disembarks transit passengers for sightseeing purposes, provided that a minimum quantity of coal is taken according to the following scale :—

				<i>Tons.</i>
Vessels of register tonnage 10–50	...	...	...	10
Vessels of register tonnage 50–500	...	...	...	30
Vessels of register tonnage over 500	...	...	...	50

The installation of machinery and the concession with regard to port dues, together with the general trade revival, has resulted in a steady improvement in the coaling trade of the Colony. The increase of bunker coal supplied to shipping continued as did the number of vessels calling for bunkers.

Statistics of imports and exports (except such as are necessary for revenue purposes) are not kept, the only dutiable goods being wines, spirits, malt liquors, perfumed spirits, motor-spirit and tobacco.

VIII.—LABOUR.

The only industries in Gibraltar are connected with shipping and the manufacture of tobacco. At the foundries and yards situated on the North Front, boats, lighters, and steam launches are built and repaired, and extensive repairs are at times carried out to both hulls and machinery of vessels calling here.

IX.—WAGES AND COST OF LIVING.

The wages paid by the Public Works Department are approximately as follows :—

Labourers 7d. per hour for a 50-hour week.

Artisans 8½d.—1s. per hour for a 50-hour week.

Leading carpenters, etc., are paid ½d. or 1d. per hour more than the artisans employed on the particular work.

The wages paid by private employers to similar classes of employees are :—

Labourers 5d.—6d. per hour for a 48-hour week.

Artisans 8d.—10d. per hour for a 48-hour week.

The peseta has not been quoted since the outbreak of the Spanish Civil War.

It is difficult to give any very comprehensive figure with regard to the cost of living for Government officials appointed from outside the Colony. The expenses of a married couple without children, provided they lived in a Government quarter, might not exceed £450 per annum, but such a figure would not allow of any provision for leave, expenses, medical and dental attendance, transport expenses, and the cost of furniture on first arrival. Hotel charges give some indication of the cost of living and these range between 15s. and 20s. a day in winter and 12s. and 17s. 6d. a day in summer, according to the class of establishment.

X.—EDUCATION AND WELFARE INSTITUTIONS.

Education.

Under Ordinance No. 7 of 1917, education is compulsory in the case of children between the ages of 5 and 14 years.

Since the year 1921 the Governor has been advised on educational matters by a Board of Education under the Chairmanship of the Colonial Secretary.

The Government grant-in-aid per pupil in average attendance in efficient day schools during the school year is £3 10s., and the total amount paid for the year ended 31st December, 1938, was £9,252. A temporary emergency grant of £1,000 was paid in addition.

Books and equipment are issued to pupils free of charge, and for this purpose a special grant is made to the several school committees ranging, according to standard, from 2s. to 16s. for each child appearing on the roll on the last day of the scholastic year. The total amount paid for the year ended 31st December, 1938, was £1,026.

In addition, the Government paid £114 to the City Council on behalf of the schools for sanitary water, and £324 for rent of certain school premises. Government-aided elementary schools are exempted from the payment of rates.

The total cost to the Government in respect of education was therefore £10,278, exclusive of a grant of £240 towards handicraft classes and £160 towards classes in domestic economy.

The payment of "school pence" is voluntary, and the receipts from this source are practically negligible.

There are nine school buildings, containing thirteen Government-aided schools for primary education—eleven Roman Catholic and two Hebrew.

The Roman Catholic schools are conducted by the Christian Brothers and Nuns of the Order of Loreto, and the Hebrew schools by lay teachers, the various schools being under the direct management of local committees.

The total number of scholars on the registers was 2,714, and 2,313 was the average number in attendance during the year.

Since 1925 this Government has made an annual grant of £240 to the Christian Brothers in respect of woodwork classes which are open to boys of all religious denominations. A special building has been erected fitted with the machinery and tools requisite for woodwork and metal work and all boys taking courses in manual work are taught to make proper drawings of their work in wood or metal. They also receive special training in drawing suitable for those taking up a trade or profession.

The largest of the elementary girls' schools, St. Mary's, is equipped with a model kitchen, in which instruction in domestic economy is given by a highly-qualified teacher. The Colonial Government makes an annual grant of £160 towards the cost of these classes.

Six candidates presented themselves for the examination in English for assistant teachers. Of these, five obtained honours. Those who qualify receive awards of £5 and those who obtain honours receive awards of £7 10s.

When possible during the year a nursing sister was sent to visit the schools and inspect the children. Eighteen visits of inspection were paid. Eight hundred and fourteen children received dental treatment and 173 medical treatment. The school clinic at the Colonial Hospital was attended by 145 children.

There are four secondary schools in the Colony, viz. :—

Line Wall College, for boys, conducted by the Christian Brothers.

Two Convents, for girls, under the Nuns of the Loreto Order.

Brympton, a Church of England school for girls managed by a local committee and conducted by the teachers.

In these educational establishments pupils are prepared for the Cambridge Local Examinations, which are held annually. In addition to the above, there are a few private schools with about 100 pupils, but the instruction given is mainly of an elementary character.

Welfare Institutions.

Five institutions are established in the Colony which make provision for orphans and for destitute persons of both sexes. One of these which is under the control of the City Council and to which the Colonial Government contributes an annual grant, also reserves a certain number of beds for tuberculosis cases. Various Friendly Societies have branches in the Colony.

XI.—COMMUNICATIONS AND TRANSPORT.

Postal.

The daily mail service via Spain and France has been suspended since the outbreak of hostilities in Spain; but by the use of a contract mail vessels sailing either direct to England or to Marseilles it has been possible to despatch mails about five times weekly for England. Owing to the incidence of sailings in the opposite direction the arrival of mail vessels only on the first part of the week, the inward mail has been much less satisfactory, the bulk of the mail being received on Mondays and Tuesdays from the P. & O. vessels.

The daily service between Spain, Portugal and Gibraltar via Algeciras was maintained and the annual subsidy of £500 continued.

The connection with Morocco by Bland Line was maintained by means of a special subsidy although the service is now only thrice weekly. It was utilised for the air mail, the time of transmission of which to England is two days.

Gibraltar does not as yet participate in the Empire Air Mail scheme; but on account of the high transport charges, a $\frac{1}{4}$ oz scale is in force to make the initial postage rate as low as possible.

Very heavy increases in registered mail to Spain and in parcels to Spanish Morocco have taken place during the last two years as a result of the presence of large numbers of refugees in the one case and the cutting off of normal means of import in the other. Thousands of small packets and parcels of food were also despatched during the year by mail to the parts of Spain which were then in the hands of the Republican Government. Connection with these parts of Spain was maintained via Marseilles.

The mail route via Tangier, Oran and Algiers was utilised for mails to the continent and occasionally, during gaps in the direct steamer service, for British mails.

Telegraphs.

The Government land lines connecting Gibraltar with Spain are worked by Cable and Wireless, Ltd., who under a special agreement pay a nominal sum of £20 annually to the Colonial Government.

Cable and Wireless, Ltd. has a station at Gibraltar where telegrams are accepted for all parts of the world.

Commercial and private messages for transmission by the Royal Naval wireless station to merchant vessels at sea in the neighbourhood are accepted at the offices of Cable and Wireless, Ltd., and, similarly, wireless messages received from ships are delivered by that company.

Telephones.

There are no telephones under Colonial Government control. A telephone service of the Strowzer Automatic Exchange type was installed in 1926 for the City Council of Gibraltar by the Peel Conner Telephone Works of Coventry. This service was inaugurated in October, 1926, and telephone communication has now been established with the United Kingdom, France, Holland, Switzerland, Portugal and other European countries, as well as with the United States of America, South America, Canada, Australia, Egypt and India.

The local naval and military departments have their own lines which are connected with the City Council exchange.

Roads.

The upkeep of roads is in the hands of the City Council, in whom they are vested by law. The length of road open for traffic is $5\frac{1}{4}$ miles in the City or North District, 4 miles in the South District, and about $4\frac{1}{2}$ miles in the North Front and Catalan Bay District.

Roads in the City are narrow; those in the other districts are fairly wide. All are in excellent condition and suitable for motor traffic.

The introduction of one-way traffic in certain of the main streets in the City has greatly increased the safety and convenience both of motor and pedestrian traffic.

There are no railways or tramways in Gibraltar.

Shipping.

Owing to its geographical position, Gibraltar is extensively used as a port of call and a coaling station by vessels of every nationality.

The following table shows the number and tonnage of ships which entered Gibraltar during 1938 :—

<i>Steamers.</i>		<i>Sailing Vessels.</i>		<i>Total.</i>	
<i>Number.</i>	<i>Tonnage.</i>	<i>Number.</i>	<i>Tonnage.</i>	<i>Number.</i>	<i>Tonnage.</i>
4,532	13,758,528	220	13,793	4,752	13,772,321

As compared with 1937, there was a net decrease of 397 in the total number of vessels entering the port, with an increase of 33,091 in tonnage. The decrease comprised 380 steamers and 17 sailing vessels. The principal lines which call at Gibraltar are:—

Weekly.—The Peninsular and Oriental Steam Navigation Company.

Fortnightly.—Orient Line, Anchor Line, Moss Line, Ellerman Line, Westcott and Laurance Line, Power Steamship Company, MacAndrews Hall Lines, Nippon Yusen Kaisha Line, Oldenburg-Portugiesische, the Rotterdam Lloyd, Bibby Line, Henderson Line, the Export American Line, and Italia Cosulich Line.

Monthly.—Cunard Line, Société Générale de Transports Maritimes à Vapeur, Societa Anonima di Navigazione Neptunia, and Union-Castle Line.

There is also a daily steamer service between Gibraltar and the town of Algeciras on the opposite side of the Bay and Messrs. Bland's steamers maintain a thrice-weekly service between Gibraltar and Moroccan ports.

The voyage from London to Gibraltar takes about $4\frac{1}{2}$ days.

XII.—PUBLIC WORKS.

The Public Works Programme for 1938 included the reconstruction of Crown Properties as tenement buildings and the improvement of Government House and the Colonial Hospital. Work continued on the new Tuberculosis Sanatorium, which is now nearing completion.

The renovation of the few roads and paths which are under the control of the Colonial Government was also continued. The control and maintenance of the majority of the roads in Gibraltar are, however, as previously stated, vested in the City Council.

XIII.—JUSTICE, POLICE AND PRISONS.

For the purpose of the administration of justice two Courts are established in the Colony:—

A Supreme Court, presided over by the Chief Justice; and a Police Court, presided over by Justices of the Peace.

The Police Force of the Colony, in addition to the Commissioner of Police and Assistant Commissioner of Police, has an establishment of five inspectors and ninety-five other ranks.

There is only one prison in the Colony. The health of the prisoners throughout the year under review was very satisfactory, and hospital treatment was not required for any of them. The daily average number of prisoners during the year was nine.

The number of juvenile offenders brought before the Courts in Gibraltar is negligible and the offences with which they are charged are in every case trivial. In most of these cases fines are inflicted and, in the rare cases in which juveniles undergo imprisonment, arrangements are made to keep them entirely apart from adult offenders.

The number of convictions before the Courts of Summary Jurisdiction during the year 1938 was 911, a decrease of 49 as compared with 1937 and an increase of 264 as compared with 1936. Of this total, 41 were offences against the person, 17 for offences against property, the remaining 853 being for other offences.

XIV.—LEGISLATION.

The nine Ordinances enacted during 1938 were :—

1. The Aliens and Strangers (Amendment) Ordinance, 1938.
2. The Alien Traders (Amendment) Ordinance, 1938.
3. The Lighting Control Ordinance, 1938.
4. The Rent Restriction Ordinance, 1938.
5. The Foreign Enlistment (Spain) Ordinance, 1938.
6. The Military Stores (Amendment) Ordinance, 1938.
7. The Public Health (Amendment) Ordinance, 1938.
8. The Supreme Court (Amendment) Ordinance, 1938.
9. The Air-Raid Precautions Ordinance, 1938.

There is no legislation provision for health insurance, old-age pensions, etc., in the Colony.

Compensation for accidents is, to a certain extent, provided for under the Employers Liability Ordinance, 1924.

XV.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

Banking.

There are four private banks, which have correspondents in all the principal cities of the world and offer every facility for the transaction of banking business, viz. :—

Barclays Bank (Dominion, Colonial and Overseas), Head Office, 54, Lombard Street, London, E.C.3.

The Crédit Foncier d'Algerie et de Tunisie, Head Office, 43, Rue Cambon, Paris; London Branch, 18, St. Swithin's Lane, E.C.4.

A. L. Galliano, of Gibraltar.

Thos. Mosley & Co., of Gibraltar.

There are no agricultural or co-operative banks in the Colony.

Currency.

The legal tender of the Colony is composed of Gibraltar Government notes and United Kingdom silver and copper coinage.

Gibraltar Government currency notes were in circulation to the value of £225,000 at the 31st December, 1938.

The issue is governed by the Currency Note Ordinance, and is in £5, £1 and 10s. denominations.

Weights and Measures.

Imperial weights and measures are in common use, but litres are also used as a measure of capacity.

XVI.—PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.

The gross revenue and expenditure for the last five years were as follows :—

				<i>Revenue.</i>	<i>Expenditure.</i>
				£	£
1934	...	...	...	245,858	275,644
1935	...	...	...	216,232	182,296
1936	...	...	...	211,478	179,864
1937	...	...	...	207,984	196,179
1938	...	...	...	207,628	199,725

The net excess of assets over liabilities on the 31st of December, 1938, after writing down the value of securities to market value which involved a depreciation of £13,850, amounted to £234,350 as compared with a figure of £240,306, at the end of the previous year. In addition, the Colony held a Reserve Fund of £200,000. There is no public debt.

The revenue of the Colony is principally derived from receipts from port dues and from import duties on wines, spirits, malt liquors, perfumed spirits, motor spirit, and tobacco.

During 1938, port dues yielded £20,725, while the revenue derived from the various import duties amounted to £68,334.

Other items which contributed substantially towards the revenue for the year were :—

	£
Licences, excise and internal revenue not otherwise classified	10,833
Fees of court or office, payments for specific services, and reimbursements-in-aid	31,414
Rents of Government property	18,883
Interest on invested funds	15,995

Customs Tariff (Summarized).

The present Customs Tariff is as follows :—

	<i>Rates of duty.</i>					
	<i>Full Rate</i>			<i>Preferential Rate.</i>		
	£	s.	d.	£	s.	d.
1. Malt Liquors :—						
For every gallon	0	0	10	0	0	7
If introduced in bottle there are additional duties as follows :—						
For every dozen imperial or reputed quart bottles	0	1	0			
For every dozen imperial or reputed pint bottles	0	0	6			
2. Motor Spirit :—						
Such duty as may be fixed by the Governor by Order in the Gazette.						
Present duty, per gallon	0	0	6			
3. Spirits, Liquers, Perfumed Spirits, etc. :—						
For every proof gallon of spirits other than manufactured spirits imported in casks	0	12	0	0	10	0
For every proof gallon of manufactured spirits (brandy, gin, rum and whisky) when imported in casks	0	11	0	0	9	0
For every gallon of liquers or cordials, irrespective of strength ...	0	18	0	0	15	0
	0	13	4	0	10	0
For every gallon of perfumed spirits, irrespective of strength	or 10 per cent. <i>ad valorem</i> whichever is the greater.			or 7½ per cent. <i>ad valorem</i> whichever is the greater.		
4. Tobacco, Cigars and Cigarettes :—						
Manufactured :—						
Cigarettes, per lb.	0	1	6	0	1	0
With an additional duty per 100 cigarettes or part thereof ...	0	0	5			
Other manufactured tobacco, per lb.	0	2	0	0	1	8
Unmanufactured :—						
Tobacco, per lb.	0	0	5	0	0	4
5. Wines, duties on :—						
If introduced in cask, per gal. ...	0	1	0	0	0	10
If introduced in bottle, per gal. ...	0	3	0	0	2	0

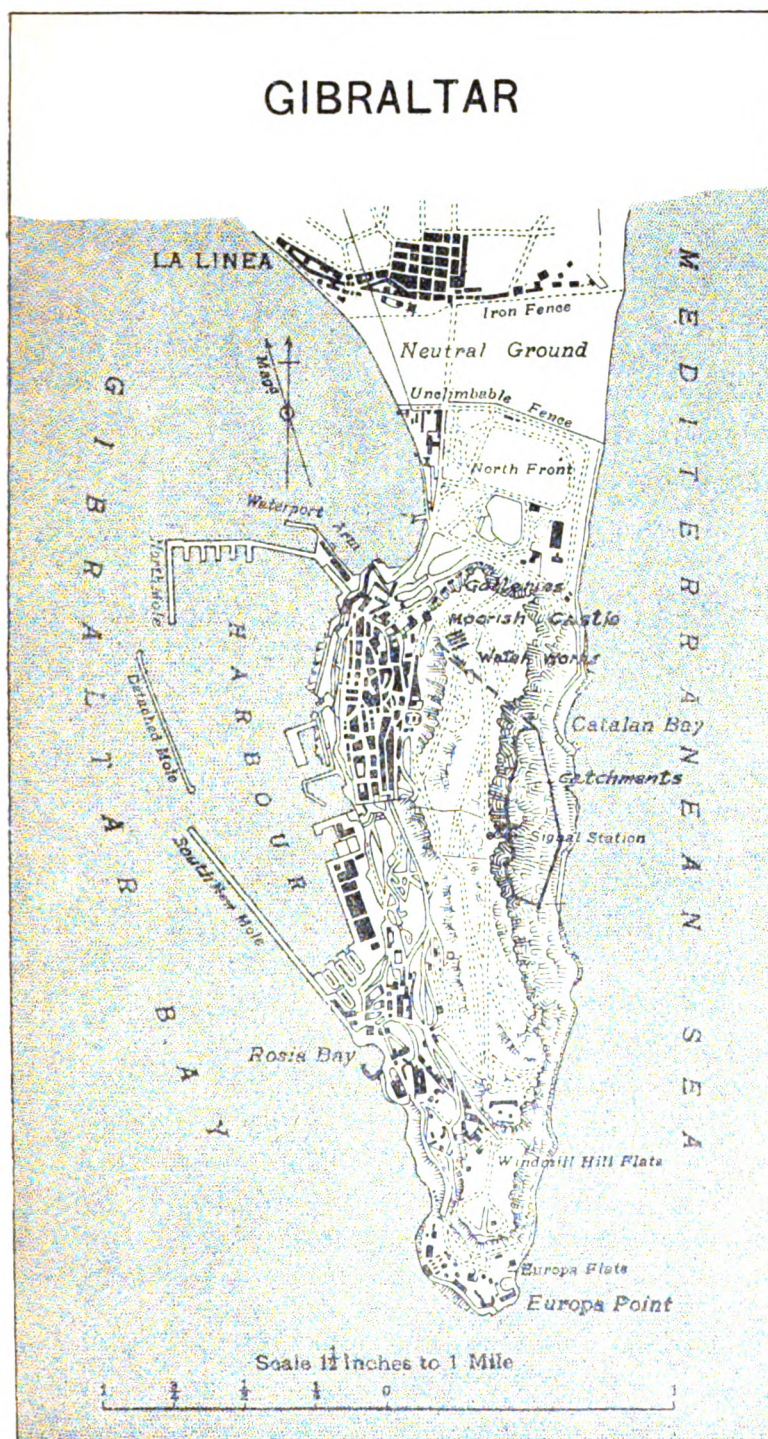
At present the preferential rates are granted in respect of articles not less than 25 per cent. of the cost of which has been expended within the Empire, except in the case of tobacco, in which instance the full preferential rate is only granted to consignments grown and manufactured within the Empire, a mean of the preferential and full rates is charged in respect of foreign-grown tobacco if manufactured within the Empire.

APPENDIX.

RECENT PUBLICATIONS OF GENERAL INTEREST RELATING TO GIBRALTAR

<i>Title.</i>	<i>Price.</i>
	<i>s. d.</i>
* Blue Book (Annual) to 1938	5 0
* The Gibraltar Directory and Guide Book (Annual)... ..	4 0

* Obtainable from the Crown Agents for the Colonies, 4, Millbank, Westminster, London, S.W.1.



Reports, etc., of Imperial and Colonial Interest

THE FINANCIAL AND ECONOMIC POSITION OF NORTHERN RHODESIA

Report of the Commission [Colonial No. 145] 7s. (7s. 6d.)

LABOUR CONDITIONS IN NORTHERN RHODESIA

Report by Major G. St. J. Orde Browne, O.B.E.
[Colonial No. 150] 2s. (2s. 3d.)

NYASALAND. FINANCIAL POSITION AND FURTHER DEVELOPMENT

Report of Commission [Colonial No. 152] 10s. (10s. 6d.)

RHODESIA-NYASALAND ROYAL COMMISSION

Report [Cmd. 5949] 7s. 6d. (7s. 11d.)

LABOUR CONDITIONS IN THE WEST INDIES

Report by Major G. St. J. Orde Browne, O.B.E.
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THE SYSTEM OF APPOINTMENT IN THE COLONIAL OFFICE AND THE COLONIAL SERVICES

Report of Committee [Cmd. 3554 (1930)] 1s. (1s. 1d.)

LEAVE AND PASSAGE CONDITIONS FOR THE COLONIAL SERVICE

Report of Committee [Cmd. 4730 (1934)] 9d. (10d.)

PENSIONS TO WIDOWS AND ORPHANS OF OFFICERS IN THE COLONIAL SERVICE, AND COLONIAL PROVIDENT FUNDS

Report of Committee [Cmd. 5219] 1s. (1s. 1d.)

COLONIAL STUDENTS

Report of the Colonial Students Committee appointed by the Secretary of State for the Colonies, December, 1938 [Colonial No. 161] 9d. (10d.)

Lists are issued showing schedules of Offices in the following Colonial Services with the names and brief biographical records of the holders. Each list includes the Special Regulations by the Secretary of State relating to the Service concerned :—

Colonial Administrative Service List	[Colonial No. 147] 2s. 6d. (2s. 8d.)
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PROTECTORATE	NORTHERN RHODESIA
BRUNEI, STATE OF	NYASALAND
CAYMAN ISLANDS (JAMAICA)	PERLIS
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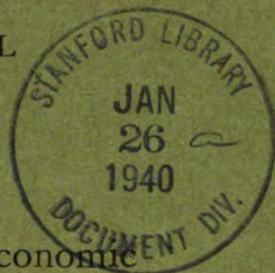
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Statement to accompany the Estimates for Colonial and Middle Eastern Services, 1939 [Cmd. 6023] 1s. 6d. (1s. 8d.)

NUTRITION IN THE COLONIAL EMPIRE

Economic Advisory Council. Report of Committee.

1st Report—Part I. [Cmd. 6050] 3s. (3s. 4d.)

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Survey for 1936 [Colonial No. 149] £1 7s. 6d. (£1 8s. 2d.)

COLONIAL DEVELOPMENT

Report of the Colonial Development Advisory Committee for the period 1st April, 1938, to 31st March, 1939 [Cmd. 6062] 9d. (10d.)

LOCAL LEGISLATURES IN THE COLONIAL EMPIRE

Return showing the composition, etc. [H. of C. 169, 1937/38] 6d. (7d.)

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Memorandum by the Advisory Committee on Education in the Colonies [Colonial No. 103] 6d. (7d.)

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EAST AFRICAN AGRICULTURAL RESEARCH STATION, AMANI

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CONFERENCE OF COLONIAL DIRECTORS OF AGRICULTURE, JULY, 1938

Report and Proceedings [Colonial No. 156] 2s. (2s. 2d.)

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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF THE BAHAMAS FOR 1938

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I.—GEOGRAPHY, CLIMATE AND HISTORY.

Geography.

The Bahamas are an archipelago of islands, cays and rocks, lying between 20° 50' and 27° 25' North latitude and 72° 37' and 80° 32' West longitude, and extending from Inagua on the south to Matanilla Reef on the north—from Mayaguana and its adjacent rocks and cays on the east to and including the Cay Sal Bank on the west, and are separated from Florida, to the west, by the Straits of Florida—and from Cuba, to the south by the Old Bahama and Nicholas channels. Extending over an area of 760 miles, the Bahamas comprise nearly 700 islands and over 2,000 cays and rocks. The aggregate land surface of the group is 4,375½ square miles, which is slightly less than that of Jamaica, the largest of the British West Indian islands.

New Providence, although not one of the larger islands, is the most important, as it contains the capital, Nassau, which is the chief port, and is inhabited by more than one-quarter of the total population of the Colony. The island is about 21 miles in length from east to west, and seven miles in breadth from north to south.

The islands are mostly long, narrow and low-lying and, except in the cases of Abaco, Andros and Grand Bahama, not well wooded.

There are extensive pine forests on Andros, Grand Bahama, and Abaco, and a certain amount of mahogany and hardwood is to be found on the last-mentioned island and at Andros.

The ground is very rocky, but there are patches of excellent land containing rich fertile soil, and there are extensive tracts of land in some of the islands which are suitable for pasture.

There are no mountains, and very few hills, but there are several extensive lagoons. The fine white sand studded with powdered pink coral, and the ever changing and wonderful colouring of the sea, makes a picture which is not easily forgotten.

Climate.

The winter climate of the Bahamas is most delightful. Frost is unknown, the average temperature is about 70° Fahrenheit, the rainfall is slight, and cool breezes prevail. The rainy months are May, June, September and October. The total rainfall for 1938 in New Providence was 29.41 inches.

The greatest heat is experienced during July, August and September, the temperature ranging from 80° to 90° F. The islands are never unhealthy and the malaria mosquito is unknown in the Colony.

History.

At the time when the Bahamas were first discovered, that is to say in 1492, they were inhabited by a race of Indians who were removed to Haiti by the Spaniards to work in the mines. A few stone implements are occasionally found, but, apart from this, there is no trace of the aboriginal inhabitants. The Spaniards made no attempt to colonize the islands, which remained uninhabited until about the year 1629, when they were included in a Royal Grant, from which date they were visited from time to time by settlers from Bermuda. Earlier than that, namely 1578, they were already regarded as part of the British domains. In 1647, a Company of "Eleutherian Adventurers" was formed in London for the purpose of colonizing the islands, which were granted by Parliament to the Company despite the earlier Royal Grant. In 1670, yet a third grant was made by Charles II, vesting the islands in six Lords Proprietors.

Two years after the grant of the charter the first Governor was appointed by the Lords Proprietors. He and his successors found it extremely difficult to cope with the buccaneers, who at this time were the virtual rulers of the country. In 1673, one Governor was seized and deported to Jamaica; in 1690, another

was deposed and imprisoned; and it seems that the only Governors who escaped trouble were those who left the inhabitants to do as they pleased. In addition to internal troubles the Governors appointed by the Lords Proprietors had to deal with invasion. In 1680, the Spaniards destroyed the settlement and carried off the Governor to Cuba. In 1703, a combined force of French and Spaniards destroyed Nassau and carried off the negro slaves, most of the white inhabitants fleeing to Carolina. The new Governor, who arrived in 1704, found New Providence totally uninhabited, and returned to England.

Within a few years, however, Nassau was re-established as the headquarters of the pirates in West Indian waters, and so great were the depredations of these pirates that the British Government found it necessary to send out a Governor to control the Colony and drive the pirates from their stronghold. This Governor, Captain Woodes Rogers, arrived in Nassau in 1718, and in December of that year eight of the leading pirates were executed and the others compelled to give up their nefarious trade. A period of comparative quiet followed. In 1776, however, a fleet belonging to the rebellious American Colonies captured the town of Nassau and carried off the Governor, but after a few days the place was evacuated. Five years later a Spanish force took possession of Nassau and left a garrison, but in 1783 the Spaniards were driven out by a British expedition.

The subsequent history of the Bahamas is comparatively uneventful. The abolition of slavery in 1838 caused an economic and social change; the outbreak of Civil War in the United States led to a period of considerable prosperity in the Colony, which, between the years 1861 and 1865, became a depot for vessels running the "blockade" imposed against the Confederate States.

II.—GOVERNMENT.

The present Constitution of the Bahamas is similar to those of the North American Colonies prior to the War of Independence. The Government is modelled upon that of England in the early days, the Governor representing the Sovereign, and the nominated Legislative Council and the elected House of Assembly representing respectively the Houses of Lords and Commons.

"The Eleutherian Adventurers", who came to the Bahamas from Bermuda after the Parliamentary grant of 1647, brought with them a conception of representative Government already established in Bermuda, and the affairs of the infant Settlement were managed by a Governor, a Council, and an elected Senate. The Charter of 1670 to the Lords Proprietors provided for an elected House of Assembly, and the Constitution, much as it

exists to-day, was finally settled in 1729, when the Crown assumed direct control of the Colony. The Bahamas enjoy representative, though not responsible, Government. The Executive Government is in the hands of a Governor, appointed by the Crown, who has the power of veto, and is advised by an Executive Council. Various executive powers and the right to enact certain subsidiary legislation are vested by law in the Governor in Council.

The Legislative Council, consisting of nine members nominated by the Crown, was created as a separate Council by Royal Letters Patent in 1841.

The House of Assembly is composed of 29 members elected for 15 districts. The qualification for members is possession of real or personal property to the value of £200. The Out Islands seldom return a member of their own community, their 21 representatives being generally inhabitants of New Providence. The qualification for electors is ownership of land to the value of £5 or the occupation of houses of annual rental value of £2 8s. in New Providence, or half that amount in the Out Islands. Women have not the vote. The normal life of the House is seven years, but it may be dissolved at any time by the Governor, as occurred in June, 1928, and in May, 1935. No forms of local Government exist.

III.—POPULATION.

The following table shows the area and population of each of the principal islands of the Group:—

<i>Island.</i>	<i>Area in square miles.</i>	<i>Population at last Census (1931).</i>
Abaco and Cays	776	4,233
Acklins	133	1,765
Andros	1,600	7,051
Berry Islands	10	222
Bimini	8	736
Cat Island	160	3,959
Cay Sal and Cay Lobos	1½	20
Crooked Island	76	1,329
Eleuthera	158	6,168
Exuma and Cays	80	3,774
Grand Bahama	430	2,241
Harbour Island	1½	793
Inagua	560	667
Long Island	130	4,515
Long Cay	8	144
Mayaguana	90	518
New Providence	60	19,756
Ragged Island and Cays	4	424
Rum Cay	29	252
San Salvador or Watlings	60	675
Spanish Wells	½	566
	<hr/> 4,375½	<hr/> 59,828

The estimated population for the whole Colony on 31st December, 1938, was 67,720, made up of 31,797 males and 35,923 females.

Births.—There were 2,146 births in the Colony during the year, or 35·8 per 1,000 based on the census figures, 1931.

Deaths.—There were 1,222 deaths in the Colony during the year, or 20·4 per 1,000 based on the census figures, 1931.

Marriages.—There were 562 marriages in the Colony during the year. The marriages were performed by Marriage Officers of the following denominations:—

Anglican	...	...	...	...	80
Roman Catholic	...	...	...	...	37
Methodist	...	...	...	...	52
Baptist	...	...	...	...	310
Others	...	...	...	...	83

Infantile Mortality.—There were 255 deaths of children under one year, or 121·2 per 1,000 living births. There were 120 still-births.

Emigration and Immigration.—During the year 12,970 persons left the Colony and 13,080 persons were admitted. Of this number a large proportion were winter visitors who remained for periods varying from two weeks to three months.

Of those remaining in the Colony a number are persons who have become residents whilst others are persons who have been admitted for temporary employment.

Immigration is controlled by the Immigrants Act (Chapter 258) and strict supervision is exercised by the authorities to prevent undesirable immigrants and passengers being admitted into the Colony.

IV.—HEALTH

The climate of the Colony is equable throughout, although the hot season from June to September is enervating as the humidity is high and the maximum elevation is approximately 125 feet above sea level.

The average mean temperature during the winter months is 76 and during the summer months 82.

The humidity ranges from 75 to 85 per cent.

Nassau, the capital, for the most part is supplied with chlorinated pipe-borne water and has water-borne sewage disposal.

Ice from the ice plant, city water and milk (mostly pasteurized) are examined regularly at the Government Laboratory, and a very high bacteriological standard is maintained.

The Health Department employs a Veterinary Surgeon to inspect dairy cattle and animals, and carcasses at the slaughter-houses.

Medical

The Medical and Public Health services are administered by a Health Board, of which the Chief Medical Officer is Chairman.

The medical problems in the Bahamas are chiefly those arising out of poverty and ignorance—syphilis, tuberculosis, pellagra and other manifestations of malnutrition, in that order of importance. Otherwise the Colony is a remarkably healthy one. Malaria has disappeared, typhoid is fast disappearing, hook-worm is unknown, diphtheria sporadic, and the infectious diseases are unimportant. These diseases occur chiefly among the wage-earning population.

The Government expended on medical care during 1938 the sum of £18,853 and on sanitation £7,260 or 6.3 per cent. of the Colony's revenue.

The medical needs of the Colony in New Providence are rendered by the Bahamas General Hospital, which has a full-time resident staff of three doctors, a European matron, three European sisters and 49 native nurses.

Student nurses undergo a four-year period of general training which includes six months' midwifery and three months' work in the Infant Welfare Department.

The service of the hospital is furnished largely free of charge. There is an out-patient department, in which 13,626 were treated in 1938, a general hospital which had 3,492 admissions, a lunatic asylum, infirmary, dental clinic, venereal and gynaecological clinic.

There are well-equipped X-ray and bacteriological laboratories.

The total cost per resident patient at the Bahamas General Hospital was 4s. 3d. per day.

The Out Islands are served medically by four Government District Medical Officers, who are stationed at the larger and more important islands, but who tour the other settlements at intervals.

Periodic public health and medical inspections of the Out Islands are carried out by a member of the Medical staff from the hospital in Nassau.

Licensed midwives and unqualified medical practitioners assist in dispensing medical aid.

A prescribed course of one year's duration in first aid, nutrition and hygiene is available for suitable candidates such as clergymen, Commissioners, etc., whose duties ordinarily keep them in the Out Islands.

Throughout the year the Health Department has purchased films on social diseases, sanitation, nutrition, hygiene, etc. These films have been shown and a suitable lecture given to selected audiences.

Leprosy.—There is a leper colony which has 16 inmates, situated in the Pine Barrens, which is approximately 15 miles from the inhabited part of New Providence.

The care and treatment of the patients in the lazaretto is carried out by a Government Medical Officer.

Child Welfare.

(a) Midwives are now given one year's training at the Bahamas General Hospital, and then sent back to the various Out Islands.

(b) Infant Welfare Clinics are held tri-weekly in New Providence. These are attended by a private practitioner. A full-time specially qualified welfare nurse is employed to supervise these clinics and do house-to-house visiting.

The Infant Welfare Department also distributes to prospective mothers pamphlets on infant care and hygiene.

The last three months of each undergraduate nurse's course (four years) at the Hospital are devoted to Child Welfare work under the guidance of the Welfare Nurse-in-Charge.

(c) There is an ante-natal clinic conducted by the Roman Catholic Sisters of Charity.

(d) A small " Good-Will Centre " for orphan girls is supported by public subscription under the management of a trained nurse.

(e) The Government conducts a Boys' Industrial School of some 84 boys who are medically cared for by a Government Medical Officer.

Sanitation.

(a) The policies of the Health Board are carried out by a Chief Sanitary Inspector who holds a qualification from the Royal Sanitary Institute. There are six sanitary inspectors for New Province, and in the Out Islands there are local Boards of Health with the Island Commissioner acting as Chairman in the absence of the District Medical Officer. There are also three sanitary inspectors working in the Out Islands.

(b) Chlorinated city water is examined bacteriologically once a week, and increasing numbers of houses are being connected to the system. The old open wells for supplying public drinking water have been replaced, as far as possible, by the installation of standpipes. Water-borne sewage is disposed of by the " activated sludge " process, and crude sewage is no longer discharged into the harbour to any extent.

(c) Both raw and pasteurized milk is sold, but a high standard of quality is required.

(d) Meat is inspected by a part-time Veterinarian, and the sale of food in the public market is supervised by a full-time officer.

The Veterinary Surgeon also inspects all dairy cattle once a year and any suffering from tuberculosis or Bang's Disease are condemned and destroyed.

(e) The sale of food is permitted only in licensed premises and food-handlers come up bi-annually for medical examination.

The Health Department has continued to take care of street cleaning and garbage collection.

Co-operating with the Board of Pilotage, sand dredged from the harbour of Nassau has been made available to fill in low-lying areas, and a marked improvement in the drainage of such areas in Nassau has been effected thereby.

The general standard of hygiene in New Providence is quite good.

There are no estates, mines or factories in the Colony.

Through the co-operation of the Police Department and the building Inspector, a considerable number of dilapidated buildings in various sections which were breeding places for rats have been condemned and removed.

Mosquito Control.

An active campaign to minimize the breeding of mosquitoes was pursued during the year. A species of *Gambusia* was found in abundance in inland ponds in the Island.

The Tropical Fish are very hardy and are excellent devourers of mosquito larvae. The fish have been placed in over 600 rain water tanks and private wells, and in conjunction with weekly oiling of the catch basins of storm water drains a marked diminution of mosquitoes (*Culicidae* and *Aedes*) have been effected.

V.—HOUSING.

Wage-earners of the labouring class are found almost only in Nassau. Their housing consists principally of wooden two- and three-roomed structures with separate outside kitchen and pit-latrine, and devoid of other sanitary installations. Water in Nassau is now supplied almost exclusively from public drinking-fountains (maintained from public funds) connected with the City's pure-water supply.

Some of these labourers' houses are owned by the occupants; others are rented, the rate being 4s. to 8s. a week. Such houses are invariably built on separate plots, so that there is no crowding of houses and there are no slum areas.

The most urgent need is the replacement of numerous dwellings occupied by the labouring class which are of such poor construction that they are incapable of withstanding hurricane winds of any great velocity. In an effort to improve on this condition, over 100 houses of special hurricane-proof design were built at public expense in replacement of houses destroyed in the hurricane of September, 1929. The cost of these houses, varying from £45 to £75, was made recoverable by weekly payments to be spread over four years, and it was hoped that the receipts would be available for further construction of houses for the wage-earning class, but the collection of instalments has proved difficult, and the scheme as originally contemplated cannot be developed until a substantial proportion of the capital outlay has been recovered.

No building societies exist in the Colony.

VI.—NATURAL RESOURCES.

The natural resources of the Colony are marine, agricultural, and forest products. Except for forest exploitation on Abaco Island, production is conducted individually, there being neither factories, plantations, nor mines anywhere in the Colony.

Of the products of the Colony, sponge, crawfish, sisal, tomatoes, shell, salt and timber are exported, other commodities are at the present time produced only for local consumption.

No actual distinction exists between cultivation and other forms of production by persons of European and non-European descent. The former are principally engaged in commerce and the latter mainly in production; but persons of both races may be found engaged in one or the other of these pursuits, and such limited agricultural employment as exists is not restricted entirely to one race.

The following table shows the number of acres of various crops under cultivation, and the quantity of live-stock in the Colony:—

<i>Crops.</i>	<i>Acres.</i>	<i>Live Stock.</i>	<i>Number</i>
Citrus	509	Horses	1,304
Coconuts	944	Horned cattle	1,231
Onions	81	Sheep	13,172
Pineapples	49	Goats	6,103
Sisal	3,204	Swine	5,980
Tomatoes	1,199	Poultry	32,092
Other Products	20,545		
Total	26,531	Total	59,983

Sponge.—The outstanding event of the year in this the major natural resource of commercial value in the Colony has been a sudden and catastrophic mortality which occurred in the last

few weeks of 1938 among the sponges on all the banks in the waters of the Colony. The cause of this mortality has been subject to research by the Sponge Fishery Investigations Department. It is already apparent that the damage is likely to cause a heavy drop in the annual turnover for the next four or five years, and recovery will be very slow.

During past years, depletion of the beds by hurricanes and over-fishing has adversely affected the industry to a serious extent, quite apart from the above-mentioned unprecedented mortality.

During 1936 and annually thereafter for five years, a sum of £5,000 was made available by the Colonial Development Fund, together with an annual contribution of £1,000 from the Bahamas Government, for the establishment and maintenance of a scientific department to make investigations into the biology and life history of the sponge, and to make recommendations for the rehabilitation of the industry.

The Sponge Fishery Investigations Department is carrying out a comprehensive programme of research, hydrography and sea water analysis, the biology of the living sponge, its mode of reproduction and growth rate, the behaviour and length of life of the larvae, and an extensive survey of the fishing-grounds in the waters of the Colony.

The research work is carried out by a scientific staff of three at the department laboratory in Nassau, at a field station at Mastic Cay, Bight of Andros, and on board a research vessel. Advice arising out of the scientific work of the Sponge Fishery Investigations Department is transmitted from time to time to the Agricultural and Marine Products Board.

Certain areas where the evidence of over-fishing and hurricane damage have already been only too clear have been closed to enable their stock to recover. When the grounds have been nursed back to a better state of productivity, it should be possible to maintain them in that condition by a re-adjustment of the size limits and by occasional closures. But this desirable condition has been indefinitely postponed by the mortality.

Acting upon the recommendation of the Sponge Fishery Investigations Department, the Agricultural and Marine Products Board has issued a set of rules relating to the sponge industry under which size limits and a close season are imposed; protected areas are defined; permits to engage in the sponge business and licences to both sponge-vessels and cultivators of sponge are issued by the Board; the sale of sponge is centralized to the Sponge Exchange at Nassau; an exchange inspector is appointed and his duties defined; and the collection of market statistics is provided for. From a study of the statistical returns, evidence will be obtained as to the relative value of the fishery

on the various grounds; and from a year to year comparison of landings useful information regarding questions of over-fishing, effect of the closure of areas, and other points of interest can be derived.

The Sponge Fishery Department has also been engaged on the evolution of methods of sponge cultivation under commercial conditions. Depots have been established at salient points in the Bight of Andros (which has been closed to commercial fishing) and work is proceeding over the whole area, testing the suitability of the various creeks and channels for sponge planting. The experience and knowledge gained, whether of methods or of sites, will be placed at the disposal of newcomers to the field of sponge-planting, and it is hoped to build up a reserve stock of sponge of proved value from which planting enterprises on the area may be supplied at reasonable cost.

The number of sponges under cultivation by private enterprises has already passed the half-million mark, and the few which have been placed on the market have realized a good price. The above mentioned mortality, however, has caused a severe set-back to the planting industry.

Prices on the exchange since October have declined in comparison with those of last year. About 180 vessels have fitted out this season.

The sales of sponges on the Nassau Sponge Exchange for the year 1938 were as follows:—

						£	s.	d.
Wool and Velvet	...	...	...	...	...	41,652	8	10
Grass	...	...	...	...	...	13,247	7	6
Reef	...	...	...	...	...	4,124	10	3
Yellow and Hard Head	...	...	...	...	...	5,244	9	1
Total	...	...	...	...	...	64,268	15	8

Salt.—Coarse salt was formerly won in considerable quantities from salt-ponds in several islands. Efforts are now being made to revive the trade and to produce a cleaner grade of salt which will sell more readily than the quality hitherto produced. These efforts have definitely produced the desired results especially at the island of Inagua.

Fisheries.—Fish abound in the Bahamas, but normally only sufficient are caught for local consumption, there being little attempt at export.

The export of crawfish under licences was continued during the year and the exports amounted to 1,002,154 lb., valued at £6,369 15s. 10d., royalty collected being £1,037 os. 6d. The supply of this sea food shows no depletion and the position is being carefully followed by means of inspection tours in order

to avoid any such occurrence. A patrol vessel was employed as usual for the purpose of visiting fishing areas and enforcing regulations governing the industry.

Sisal.—During the year 112 tons were exported at an estimated value of £1,275 as compared with 727 tons valued at £8,477 during the year 1937. There was a decline in this staple as the demand abroad was not very steady.

Agriculture.—The rocky nature of the land and the paucity of the soil in the Bahamas unquestionably present difficulties in the way of peasant farming. Nevertheless, the islands have in the past been highly productive of sub-tropical cultivations, and in years gone by a lively export trade existed. The present unproductive condition is manifestly due less to natural factors than to modern conditions which have attracted the peasants from the land.

On the Out Islands the people have always, on small farms, grown sufficient produce for their own needs. In Nassau, however, it has been necessary to import large quantities of fruit and vegetables.

During the past few years the Government has tried to encourage a greater interest in agriculture. Agricultural Instructors have been placed at various islands and seed distributed free of charge. In an effort to foster agriculture, a Government Produce Exchange which was established in 1936 for the marketing of produce from the Out Islands, has operated quite successfully. Local Farmers' Associations were formed, and it is hoped that the agricultural output will be greatly increased.

It is difficult to assess the number of persons engaged in agriculture. Practically everyone not engaged in commerce cultivates in a small way for his own needs. On the other hand, comparatively few live solely by cultivation of the soil.

Tomatoes.—The principal cultivation at the present time is tomatoes. The Bahamas tomatoes are of the finest quality, and in the past have found ready sale on the New York market, where they can be placed somewhat earlier than Florida produce. The imposition of a higher tariff, coupled with competition from Cuba and Mexico, so severely handicaps Bahamas produce that exportation to New York has now ceased; but exportation to Canada was developed, and the trade has been diverted from New York to Montreal and Halifax.

Citrus.—Down to the early years of the present century, considerable quantities of citrus fruits were exported. The industry then met with keen competition from Florida, and was finally

ruined by infestation by the Blue Grey Fly pest. The fly, however, is now well under control and very successful efforts are now being made to restore the cultivation of citrus. There is every prospect of the production in the near future being more than sufficient to meet local requirements.

Stock and Poultry.—Stock and poultry raising is conducted on a very limited scale for local consumption, but it is hardly sufficient to supply the local demand. Efforts are now being made by the Agricultural Board with a view to improving the local stock.

Export of local produce.—The following table gives the quantity and value of each of the principal articles of local produce exported from the Colony during the past five years:—

			1934.	1935.	1936.	1937.	1938.
Cascarilla bark	...	lb.	48,944	49,056	31,360	35,616	70,784
		£	1,644	1,466	864	1,064	1,502
Tomatoes, raw	...	m. bushels	112	106	105	76	67
		£	20,444	26,064	27,610	15,561	25,366
Sisal hemp	...	tons	158	607	1,487	727	112
		£	1,371	3,709	15,007	8,477	1,275
Abaco pine timber	...	m. feet	1,649	2,861	1,992	3,313	1,303
		£	7,403	14,938	11,455	23,546	8,934
Woods, other	...	tons	30	226	123	103	135
		£	120	820	477	489	703
Shell, tortoise	...	lb.	6,543	6,290	4,813	3,787	1,063
		£	6,782	4,610	3,042	2,768	604
Shell, conch	...	number	84,567	66,000	56,739	99,062	89,000
		£	343	339	242	453	354
Sponge	...	m. lb.	679	745	697	1,074	927
		£	58,250	51,954	54,912	95,350	90,054
Salt	...	m. bushels	88	15	—	138	133
		£	1,087	193	—	1,584	1,700

VII.—COMMERCE.

The Colony is largely dependent on imported foodstuffs. Approximately 34 per cent. of the total value of imports being expended on food, drink and tobacco, which include mainly, butter, flour, rice, lard and its substitutes, meats, canned, fresh and cured, milk, condensed and evaporated, and refined sugar. The chief countries of supply are United Kingdom, Burma, Canada and the United States of America.

The chief exports of domestic produce are, raw tomatoes 10 per cent., and sponge 63 per cent. of the total value. Tomatoes go almost entirely to Canada, and the principal markets for sponge are, United Kingdom, Holland and United States of America.

The total value of the Colony's trade during the last five years was as follows:—

	1934.	1935.	1936.	1937.	1938.
	£	£	£	£	£
Imports ...	725,480	718,215	967,040	1,213,544	1,138,839
Domestic Exports ...	104,793	112,887	123,541	164,857	148,447
Re-exports ...	43,822	12,541	15,792	44,253	64,688
Totals (excluding specie)	874,095	843,643	1,106,373	1,422,654	1,351,974

The following tables show the percentage of total imports and domestic exports provided by:—

IMPORTS.

(a) *Empire and foreign countries.*

	1934.	1935.	1936.	1937.	1938.
	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.
British Empire ...	48·81	42·44	43·30	41·41	42·32
Foreign countries ...	51·19	57·56	56·70	58·59	57·68

(b) *Principal supplying countries.*

United Kingdom ...	25·06	23·47	24·62	22·36	23·80
Canada ...	18·55	13·67	13·47	12·64	11·48
Rest of Empire ...	5·40	5·30	5·22	6·41	7·04
United States of America	36·77	43·88	42·92	45·62	44·76
Other foreign countries...	14·22	13·68	13·77	12·97	12·92

DOMESTIC EXPORTS.

(a) *Empire and foreign countries.*

British Empire ...	58·31	60·86	52·71	48·83	57·74
Foreign countries ...	41·69	39·14	47·29	51·17	42·26

(b) *Principal countries of destination.*

United Kingdom ...	24·13	22·84	15·92	22·38	28·29
Canada ...	25·83	28·61	27·37	14·72	24·38
Jamaica ...	8·09	9·34	8·66	11·18	4·83
Rest of Empire ...	0·27	0·07	0·77	0·56	0·24
United States of America	19·91	20·36	32·23	34·58	23·12
Holland ...	12·83	6·24	8·33	5·47	9·37
Other foreign countries	8·94	12·54	6·72	11·16	9·77

PRINCIPAL IMPORTS.

Article.	Unit of Quantity.	1937.		1938.		Principal countries of origin with values in £'000.
		Quantity.	Value in £.	Quantity.	Value in £.	
<i>Class I.</i>						
Flour	M. bsls.	50	65,956	55	55,484	Canada (40), Australia (9), United Kingdom (6).
Meats, all kinds ...	Tons	629	62,968	575	46,280	United States of America (28), Canada (15), Argentine (1), United Kingdom (2).
Wines, Spirits, etc. ...	—	—	57,474	—	50,683	United Kingdom (25), Jamaica (11), France (5).
Provisions, n.e.e. ...	—	—	25,249	—	26,044	United States of America (20), United Kingdom (3), Canada (2).
Lard and substitutes ...	Tons	450	20,725	547	21,805	United Kingdom (20), Canada (1).
Rice	Tons	1,854	17,358	1,738	18,232	Burma (18).
<i>Class II.</i>						
Lumber	M. ft.	4,677	42,579	4,353	32,650	United States of America (31).
<i>Class III.</i>						
Motor cars, parts and tyres	—	—	62,031	—	26,738	United States of America (12), Canada (13), United Kingdom (1).
Furniture	—	—	54,855	—	35,243	United States of America (30), Canada (1), United Kingdom (3).
Apparel	—	—	51,129	—	42,311	United Kingdom (21), United States of America (17), Hong Kong (1), Canada (1).
Hardware	—	—	45,650	—	46,297	United States of America (36), United Kingdom (7).
Cotton Manufactures ...	—	—	44,979	—	35,895	United Kingdom (17), United States of America (18).
Electrical Apparatus and appliances.	—	—	33,362	—	25,085	United States of America (24), United Kingdom (2).

Principal countries of destination.

Article.	Unit of Quantity.	1937.		1938.		Principal countries of destination.
		Quantity.	Value in £.	Quantity.	Value in £.	
<i>Class I.</i> Tomatoes, raw	M. bushels	75	15,561	67	25,366	Canada (25).
<i>Class II.</i> Sponge	M. lb.	1,074	95,350	927	90,054	United States of America (18), United Kingdom (38), Holland (15), Canada (8), Belgium (3).
Lumber	M. feet	3,313	23,546	1,303	8,934	Jamaica (7), Cuba (2).

EXPORTS OF COIN AND NOTES.

	1934.	1935.	1936.	1937.	1938.
	£	£	£	£	£
<i>Bullion and specie—</i>					
Gold	...	849	2,735	5,526	2,701
Silver	...	36	36	—	500
		<u>885</u>	<u>2,771</u>	<u>5,526</u>	<u>3,201</u>
		£53,865			

IMPORTS OF COIN AND NOTES.

	1934.	1935.	1936.	1937.	1938.
	£	£	£	£	£
<i>Bullion and specie—</i>					
Silver	...	—	200	1,658	7,195
Gold	...	2,819	—	4,151	800
Bronze	...	—	—	—	75
		<u>£2,819</u>	<u>200</u>	<u>5,809</u>	<u>8,070</u>

Tourist Traffic.

The Bahama Islands, with Nassau the capital city, have for many years been firmly established in the affections of Americans and Canadians as a winter resort, and with the improved transportation facilities with England it has become, within the past few years, a favourite wintering place for English tourists.

Should the visitor desire an outdoor life there are numerous ways of indulging his sporting or athletic instincts to the fullest extent. The clear and beautiful waters of the Bahamas provide ideal yachting facilities (international races take place in Nassau harbour), excellent fishing and perfect swimming. The ocean bathing is universally declared to be unsurpassed the world over and is the irresistible standard attraction for winter visitors. There are first-class tennis courts available, an excellent golf course, a good race-track for horse-racing situated at Montagu Park, and other sports include riding, bicycling, polo, water-polo, and squash rackets.

The Board has a representative and an office in New York—John C. Kelly, Esq., at the Nassau, Bahamas Information Bureau, 30, Rockefeller Plaza. An office of the Board has been established in London, England, under the care of a London Representative, Lt.-Colonel Norman G. Thwaites, C.B.E., M.V.O., M.C., at the Bahamas Government Travel Bureau, 28, Berkeley Square, W.1. The Board's interests in Canada are under the supervision of a representative established in Montreal, David Crombie, Esq., whose address is as follows:—P.O. Box 355, Place D'Armes, Montreal.

The tourist traffic to Nassau has maintained its high standard. During the year 1938, 57,394 persons visited Nassau, approximately 10,000 of whom stayed for several days, weeks or months.

VIII.—LABOUR.

The principal industries of the Colony are those concerned with agricultural and marine pursuits and those engaged therein are not wage-earners proper and seasonal industries provide what may best be described as casual employment.

During the year the building and allied trades absorbed the available skilled labour and during the early part of the year considerable numbers of unskilled labourers found steady employment.

Towards the end of the year however a pause in building activities caused a decline in the number of persons employed. This number was further increased by the influx of persons from the various Out Islands of the Colony in search of employment. As a result of such condition, measures for unemployment relief

were instituted by the Government and such assistance enabled this temporary condition to be adequately cared for until winter activities again provided employment for such persons.

Major developments on certain islands of the group offer increasing opportunities for employment of general labourers under admirable conditions, and such, as time progresses, will increase the proportion of wage-earners in the Colony.

Minimum wages are paid both male and female labourers engaged in certain industries, and such are determined by an Advisory Board appointed by the Governor under authority of The Minimum Wage Act of 1936.

During the year the provisional appointment of a Labour Officer, under the Colonial Secretary, was made.

The following table shows the approximate number of persons employed in the principal industries, and the rate of wages paid to them:—

	Males.	Females.	Total.	Wages paid per diem	
				Male.	Female.
				s. d.	s. d.
Unskilled	4,500	5,000	9,500	4 0	2 0
Agricultural	250	300	550	2 6	1 6
Sponge and other Fishermen ...	4,000	—	4,000	—	—
Lumber Milling	400	—	400	2 6	—
				to 4 0	
Skilled (Building)	350	—	350	6 0	—
				to 24 0	
Mechanics	300	—	300	8 0	—
				to 24 0	

IX.—WAGES AND COST OF LIVING.

No material change in wages took place during the year, and the following are the wages paid to Government employees during a working week of five and one-half days:—

	Per day (Shillings).
Blacksmiths	17
Carpenters	8 to 10
Labourers	4
Masons	6 to 8
Painters	4 to 6
Plumbers	6 to 10
Truck Drivers	6 to 7

Government and private employees usually work 8½ hours a day. Cooks and housemaids receive 10s. to 20s. per week, and work about 10 hours a day. Labourers employed in industries or by private persons receive wages ranging from 2s. to 4s. a day.

The labourer's staple articles of diet are flour, fish, hominy, meal and sugar, and he spends about 9d. a day for his food. He can obtain lodging for about 4s. a week. He is saved the expense of educating his children or providing medical treatment, as both these are furnished by the Government without cost to him.

Average cost of living for officials.—The cost of living in New Providence is high. The tariff in the first-class hotels varies from £2 per day to £4 per day, inclusive, during the winter season, and in the smaller hotels the tariff during the same period is approximately £2 per day, inclusive. During the period May to November, inclusive, accommodation may be obtained in the smaller hotels for approximately £1 4s. per day. A single man might be able to live in a small hotel or boarding house for £5 a week throughout the year, in which case his total expenses should not exceed £400 a year.

A furnished bungalow could be obtained for about £150 a year, in which case a married couple, without children, should be able to live on about £600 a year. Unfurnished bungalows can be obtained for about £100 a year.

In the Out Islands, except at Harbour Island, Eleuthera, there are no hotels or boarding houses, and suitable bungalows would be difficult to obtain.

X.—EDUCATION AND WELFARE INSTITUTIONS.

Education.

Primary Education is compulsory for children from six to fourteen years of age, and is provided at public expense under the direction of the Board of Education. The total amount expended by the Board during 1938 was £21,199 os. 2d. inclusive of £751 19s. 7d. in connection with the erection of new buildings, giving an average cost for the year of £1 12s. 11d. and £2 8s. 2d. for each pupil on the total roll and in average daily attendance respectively.

The Board maintains 62 schools and grants were paid to 57 others. The total roll was 12,896. In addition to these schools which are directly under the Board, there were 38 denominational schools with a total roll of 2,246 at the end of the year and a number of private schools with nearly 500 pupils. Owing to the widely scattered population, and the unsurmountable difficulties of consolidation, this relatively large number of schools is not entirely adequate. A number of children are out of the reach of any school, and in some localities distance entails a certain amount of hardship in the attendance of young children.

In conformity with the agricultural policy of the Government, prominence is given in all Board schools to instruction in Elementary Agriculture, and to further this end six selected teachers are sent annually to the Tuskegee Institute in Alabama, U.S.A., for instruction in practical agriculture. Sewing lessons for girls are given in a number of schools, and two centres for woodwork classes and two for domestic science classes for boys and girls respectively are in operation in Nassau.

The Board employed 107 teachers (principal and assistant, including two domestic science and two woodwork teachers, and six teachers from other British West Indian Colonies), and also 24 pupil teachers, 22 sewing teachers, and 247 monitors. In addition there were 57 grant-in-aid teachers. The shortage of qualified teachers within the Colony has proved a great handicap to education, and it was partly with a view to improvement in this direction that a Government High School was established some years ago. Secondary education is otherwise afforded in schools maintained by religious bodies, which are assisted by grants from the Government provided they meet the requirements laid down in the Secondary Education Act. The total school roll at the end of the year was 13,385; 413 being in Secondary Schools.

Welfare Institutions.

An infirmary, and lunatic and leper asylums, the inmates of which are admitted free of charge, are maintained by the Government, and are under the management of the Bahamas General Hospital. Free medical treatment is also afforded to those unable to pay for it, and free rations were issued to 608 paupers during the year 1938.

The Infant Welfare Department of the Bahamas General Hospital and the pre-natal clinic likewise provide free advice and treatment. The Dundas Civic Centre, which receives a Government subsidy, is supplying a long-felt want by training cooks, housemaids, and hotel waiters, and is affording general household training to others not engaged in domestic service.

There are certain charitable organizations in the Colony, but the native population largely provides for sickness and death insurance by membership of one of the many Friendly Societies existing in the Colony. There is no compulsory insurance in effect in the Bahamas. In New Providence there are several recreation grounds where rugby and association football, polo, cricket, and other games are freely indulged in. There are three cinema theatres, two of which give nightly performances.

XI.—COMMUNICATIONS AND TRANSPORT.

During the year 1938 3,017 steamers and sailing vessels, of a total tonnage of 4,307,423, entered and cleared the ports of the Colony. Of this number 620 vessels with a total tonnage of 1,955,496 called at Nassau. Regular monthly services of cargo vessels from England are maintained by the Royal Mail Line. The Pacific Steam Navigation Company has inaugurated a service with this Colony, and during the year 23 calls were made at Nassau by ships of this line, which landed 235 and embarked 200 passengers. This service fulfils a long-felt want for direct

communication with the United Kingdom at a moderate cost, and by comfortable ships which perform the voyage within 14 days. During January to April a weekly passenger service between New York and Nassau is provided by the Cunard White Star Line, and the Clarke Steamship Line maintains a tri-weekly service with Miami, Florida. The Munargo Line gives a fortnightly passenger and freight service from New York, embracing Nassau, Miami and Havana, returning by the same route. The Canadian National Steamship vessels call at Nassau every two weeks *en route* from Montreal or Halifax via Bermuda to Jamaica, calling at Nassau on the return journey every alternate week; in the winter these vessels also call at Boston. A weekly service for carriage of fruit is maintained by the same line during the tomato season. This line is in receipt of a Government subsidy. The only other port at which there is any considerable shipping is Inagua, where 130 vessels of 187,503 tons have entered. Steamers of a Dutch line call at this port to embark stevedores to work cargoes at South American ports. During the tourist season from November to April numerous large cruise vessels call at Nassau.

A daily air service between Nassau and Miami with planes carrying 20 passengers is maintained by the Pan-American Airways Incorporated during the winter. During the summer the service is performed with 14 and 20 passenger planes, thrice weekly.

Communication with Out Islands is maintained by sailing vessels and motor boats. Regular subsidized services by such vessels are maintained to all islands. A weekly air service between Nassau, Harbour Island and Eleuthera is being maintained during the winter months.

Roads.

All the main roads are surfaced with asphalt and due to the general improvement in recent years motor vehicles have increased to 1,454. The Out Island roads are the usual rock surfaced roads adequate for the rare wheeled traffic. In Eleuthera the road is 70 miles long, and Long Island has a similar road. These roads have materially assisted the agricultural development of these islands.

Post Office.

During 1938 the revenue of the Post Office shows a decrease of £3,206 over the previous year, due chiefly to the large demand in 1937 for the issue of stamps in commemoration of the Coronation of His Majesty King George VI; the decrease in the sale of stamps being £3,091.

There is a direct mail service to Bermuda, Canada and Jamaica every fortnight by the ships of the Canadian National

Steamship Company. The Pan American Airways Incorporated operate a daily Air Mail service between Miami, Florida, and Nassau from the 1st January to the 30th April and a tri-weekly service for the remainder of the year on Mondays, Wednesdays and Fridays.

In addition to the above service there is a weekly mail service during the winter season from New York by ships of the Cunard White Star Company, and the s.s. *New Northland* of the Clarke Steamship Company performs a service with Miami, Florida, from 1st January to April. Throughout the year there is a fortnightly service from New York by the Munargo Line Company steamer *Munargo* which continues to Miami, Florida, and Havana, Cuba.

During the summer months cruise ships bring mails from New York and other places.

In addition there is frequent communication with Miami, Florida, by various motor vessels throughout the year.

Interinsular Mail services are performed throughout the islands during the year; weekly with the more important places and less frequently with the more outlying districts.

Telegraphs.

Telegraph communication is effected by wireless service, maintained and operated by the Bahamas Government, consisting of a central station at Nassau, with 21 stations on the other islands of the Bahamas group.

The Nassau W/T station maintains continuous watch on 500 kc/sec (600 m.) with an alternate working frequency of 438 kc/sec (685 m.), c.w. slightly modulated. From 35 minutes to 45 minutes past each hour a watch is kept on 143 kc/sec (2,100 m.).

From the hour to 10 minutes past each hour 7.00 a.m. to 7.00 p.m. a watch is kept on 12,500 kc/sec (24 m.) and at the hour to 10 minutes past, 7.00 p.m. to 7.00 a.m., on 8,333 kc/sec (36 m.).

High frequency communications on point-to-point service are maintained continuously with Hialeah, Florida, on 3,334 kc/sec (89.98 m.), 4,260 kc/sec (70 m.) and 5,769 kc/sec (52 m.), and during the winter months January to April, with the same station for stock brokerage service on 5,085 kc/sec (59 m.) and 3,216 kc/sec (93.20 m.).

With Kingston, Jamaica, continuous watch is maintained on 8,135 kc/sec (36.88 m.) and 5,300 kc/sec (56.6 m.).

High frequency transmitters and receivers have also been supplied to all the Out Island W/T stations and operate a fixed service with Nassau and each other on 5,300 kc/sec (56.6 m.).

and in addition the stations at Clarence Town, Long Island, Bimini, Cat Cay and San Salvador are fitted with alternate frequency of 3,125 kc/sec (96 m.).

Overseas Telephone communication is maintained on a frequency of 4,512 kc/sec (66.44 m.) from Nassau connecting through the Hialeah, Florida, telephone terminal to all points in the United States, Canada, Cuba, Mexico, South America, Hawaii, the Philippine Islands, Great Britain, Europe and other countries as well as to vessels at sea so equipped. This circuit is maintained between the hours of 10 a.m. and 6 p.m. daily with extended hours during the months of the winter season.

All times quoted in this report are Eastern Standard, five hours slow on Greenwich Mean Time.

The Out Island stations have proved of great benefit to the industries and inhabitants of these islands, and are very useful for administrative and police purposes, and the dissemination of storm warnings.

Telephones.

In Nassau there is a manually-operated system owned and operated by the Bahamas Government, consisting of one main exchange with two sub-exchanges, to which 1,116 subscribers are connected.

Of the other islands of the Bahamas group, Eleuthera has some 40 miles of telephone line, Cat Island 30 miles, and Long Island 52 miles of line connecting the principal settlements to the wireless station in question.

The installation of an automatic system in the island of New Providence to replace the existing manual system has proceeded vigorously during the year 1938, and it is anticipated that the new system will be brought in operation about the middle of 1939.

XII.—PUBLIC WORKS.

The Public Works Department superintends the construction and maintenance of all public works, which includes:—

Water Works.—Recovery, distribution and administration.

Sewerage.—Collection, disposal and administration.

Lighthouses.—For local Out Islands navigation, the Department built and maintains 33 gas automatic lighthouses and also 38 oil-lights of purely local interest.

Inspection and control of building.—Plans for all private buildings and sanitary arrangements are controlled by the Department.

Maintenance.—Public parks, gardens, including nursery which also sells plants to private individuals, public areas, forts, public buildings, wharfs, sheds, markets, drains, abutments, etc., all Out Island public works, including wharfs, buildings, roads and any improvements required from time to time: construction and upkeep of roads, paths, etc., in New Providence, and also some of the Out Island roads.

The Department carries out the above duties on behalf of the Board of Public Works, which consists of five members appointed by the Governor, and all funds are voted annually by the Legislature. The Department also supervises and carries out work for other Departments when necessary.

The expenditure was £49,879 for the fiscal period 1938, being mainly for maintenance of roads, waterworks, sanitation and general maintenance.

Waterworks and Sewerage Disposal.

Two areas are now in operation—

(1) " Baillou Hills " inaugurated 1927.

(2) " Prospect " inaugurated 1938.

The problem of salinity in drinking water supplies imposes rigid restrictions regarding output from each well and is dependent upon adequate rainfall.

Baillou Hills. Mean Salinity, 1938, 60 grains per gallon.

Prospect. Mean Salinity, 1938, 9 grains per gallon.

The City supplies now fairly stable at 40-45 grains per gallon, approximately 50 per cent. of the consumption is used for sanitation and non-domestic uses, no restrictive legislation is in force.

The consumption for 1938—126,000,000 or roughly 35 gallons *per capita*, all services are metered.

Sewerage.—Most buildings of importance are connected to the sewerage system, the exception being small untaxed buildings or tenements.

Inspection of Buildings.—The Board exercises rigid control of all construction in order that no abnormal or faulty construction may take place to spoil the general appearance of the island. The results are very gratifying. The control of sanitation and plumbers, etc., is enforced to ensure proper work according to modern standards.

Public Buildings.—The existing administrative and public buildings are inadequate for present needs, and will require extensions in the near future.

Electricity.

A public electricity supply was instituted in 1908 and in 1923 an Act was passed constituting an Electricity Board on behalf of whom the Department carries out the duties of a public electricity supply undertaking in the area contained by New Providence and certain closely adjacent islands. The city of Nassau and suburbs as well as outlying settlements of importance are supplied by the Department.

Generation is by diesel power throughout, the generating plant comprising seven sets totalling 2693 kw. individual units ranging in capacity from 200 to 500 kilowatts.

The following are the particulars of the supply:—

High-tension transmission and distribution—6,900 volts.
2,300 volts, 3-phase, 60 cycles.

Low-tension distribution—200/115 volts, 3-phase, 4-wire.
60 cycles.

Constant average frequency is maintained and 60 cycle clocks may be used.

Total kilowatt hours generated 1938—5,337,490.

Total revenue earned 1938—£41,906.

Average price obtained per kilowatt hour sold—2.31 pence.

The following are the tariffs in force:—

		<i>Price per Unit.</i>	<i>Fixed Charge.</i>	<i>Meter Rent.</i>	<i>Minimum.</i>	<i>Remarks.</i>
Lighting ...	...	5d.	Nil	Nil	4s. per month.	General.
Repayment ...	...	6d.	Nil	Nil	—	5d. per unit after 720 units are consumed.
Shop exterior ...	...	3d.	Nil	1s. per month.	—	Exteriors only.
Domestic ...	...	2d.	According to Schedule (Floor area).	Nil	—	Subject to minimum of 1 KW heating installed.
Heating only ...	...	2d.	Nil	Nil	10s. per month.	1 KW and over.
Heating off Peak ...	...	1d.	Nil	2s. per month.	—	Time switch controlled.
Cooking ...	...	$\frac{1}{2}$ d. 1d.	Nil	Nil	—	Only where Off Peak Keating is in use. May to end Oct. $\frac{1}{2}$ d. Nov. to end April 1d.
Storage Cookers	3s. 6d. wk. 500 wt.		Nil	Nil	—	—
Power ...	...	4d.	Nil	Nil	10s. per month.	Motors only.

	<i>Price per Unit.</i>	<i>Fixed Charge.</i>	<i>Meter Rent.</i>	<i>Minimum.</i>	<i>Remarks.</i>
Power, Large Users	1d.	Maximum demand according to Schedule.	2s. per month.	—	5 H.P. and over.
Industrial (Power and Light).	2d.	Power £4 per H.P. per annum. Lighting 1d. sq. ft. of floor area.	Nil	—	1 H.P. minimum.
Bulk Supply	... 1½d.	£5 per K.V.A. per annum Maximum demand.	Nil	—	High Tension only.
Air Conditioning ...	½d. 1d.	—	2s. per month.	Nil	May to end October, November to April.

XIII.—JUSTICE, POLICE AND PRISONS.

Justice.

Law.—The Law of the Colony is:—

(a) The Common Law of England as it existed at the time of the settlement and subject to the exceptions mentioned in the Declaratory Act (Chapter 7, Statutes, Revised Edition, 1929).

(b) Statutes of the Imperial Parliament specifically applied to the Colony by enactment of the Local Legislature.

(c) Statutes of the Colony's Legislature.

Courts.—There is a Supreme Court of the Colony which sits in Nassau, is presided over by a Chief Justice, and has the jurisdiction of a High Court of Justice in England. An appeal, in civil matters, lies from the Supreme Court to the Judicial Committee of the Privy Council. The Supreme Court sits throughout the year as occasion requires, but ordinary Sessions are held quarterly for the disposal of Criminal Informations and of Civil actions, listed for trial by Jury. In 1938 the number of cases listed in the Supreme Court were, Criminal 48, Civil 105.

The principal Magisterial Court of the Colony is that of the Stipendiary and Circuit Magistrate, who is stationed in Nassau, and appeals from his Court lie to the Supreme Court. Additionally, magisterial powers are exercised by the Commissioners in charge of Districts in the Out Islands, and by Justices of the Peace, and appeals from such Courts lie to the Stipendiary and Circuit Magistrate, and to the Registrar-General, who alternately go on circuit among the Out Islands, to hear such appeals and dispose of cases triable only, in original jurisdiction, by a Circuit Justice. The Stipendiary and Circuit Magistrate, Commissioners

and, where so empowered, Justices of the Peace, are also responsible for the conduct in Court of preliminary enquiries into indictable offences triable by the Supreme Court.

Payment of fines by instalments is permitted in suitable cases, but the necessity seldom arises. The Penal Code provides for placing offenders on probation, and a Salvation Army officer has been appointed as a Probation Officer and did excellent work during the year 1938.

The following is a table of the persons dealt with in Summary Courts for crimes and offences during the year 1938:—

Imprisoned	...	...	...	...	...	215
Whipped (Juveniles)	...	...	...	...	...	71
Fined	...	...	...	...	...	1,110
Bound over or otherwise disposed of	...	...	...	...	...	658
Discharged	...	...	...	...	...	294
Committed for Trial in Supreme Court	...	...	...	...	...	43

Police.

The Bahamas Police Force is a semi-military body. This Force is armed with, and in possession of Machine Guns, Hotchkiss Guns, and S.M.L.E. Rifles, and is responsible for furnishing Guards and Sentries. Sixteen N.C.Os. and men of the Force comprise a Band.

The men of the Force have been recruited from other West Indian Colonies, but recently most of the recruits have been selected from the Bahama Islands.

The Police Force is also the Fire Brigade for New Providence. It is equipped with five Motor Fire Engines.

The Bahamas Police Force was established in 1864 by an Act of Legislature. The present strength consists of six European officers, a Sergeant-Major and 124 other ranks.

Prisons.

There are official "lock-ups" in all Out Island districts, but all prisoners sentenced to terms exceeding three months are sent to the central prison in Nassau, which has single cell accommodation for 102 male and 16 female prisoners.

The health of the prisoners during the year was very good on the whole, the main diseases occurring amongst the prisoners being pulmonary, venereal, and skin diseases, and constipation.

There is no separate provision for juveniles in the central prison, but this class of male offender is committed to the Industrial School, a reformatory managed by a Visiting Committee, where agriculture and other crafts are taught in conjunction with elementary schooling.

The daily average of prisoners in the Nassau Prison during 1938 was 134.

XIV.—LEGISLATION.

Twenty-four Acts were passed by the Legislature during the year 1938, in the course of the Legislative Session of 1937-8. The following are the more important:—

The Public Officers Life Insurance (Amendment) Act, 1937 :—This Act, *inter alia*, prescribes the procedure to be adopted in regard to life insurance policies of officers, taken out in compliance with the Public Officers Life Insurance Act (Ch. 12) in the event of an officer leaving the public service of the Colony without pension, for any reason other than on medical grounds before attaining the retiring age.

The Reclamation and Drainage (Amendment) Act, 1937 :—Requires that advances to cover the cost of work under the Reclamation and Drainage Act, 1936, shall be authorised annually by Resolution of the Legislature.

The Lunacy Act, 1937 :—Repeals the Lunacy Act (Ch. 57 of the Revised Statutes, 1929) and in replacement provides primarily for improvement in procedure of adjudication of a person of unsound mind.

The Newspaper Surety Act, 1938 :—Requires that Newspapers before being allowed to operate provide security by bond in the sum of £100 with sureties, or security in such other form as the Licensing Authority shall accept, such security being furnished by the proprietor, publisher or printer of such newspaper.

The Notaries Public Act, 1938 :—Confines the appointment of Notaries Public to Attorneys of the Supreme Court and provides for the ex-officio appointment of the Colonial Secretary and Attorney General as Notaries Public for the purposes and subject to limitations specified in the Act.

The Public Holidays Act, 1938 :—Repeals the Public Holidays Act (Ch. 277 of the Revised Statutes, 1929) which had been frequently amended and effects other changes by variation from the Act repealed.

The Magistrates (Amendment) Act, 1937 :—Removes pre-existing provisions in the Magistrates Act (Ch. 43) whereby in cases of felony where the evidence in the opinion of the Magistrate raised a strong presumption of guilt, bail might be refused. Additionally, right of appeal to the Supreme Court in the event of refusal by a Magistrate to grant such bail is preserved.

XV.—BANKING, CURRENCY AND WEIGHTS AND MEASURES.**Banking.**

The only bank operating in the Colony, apart from the Post Office Savings Bank, is the Nassau branch of the Royal Bank of Canada. For the year ended 30th November, 1938, it had deposits in the Colony amounting to £979,609.

Post Office Savings Bank.—The Savings Bank shows another increase in deposits, the excess over 1937 being £7,778. During the year ended the 30th June, 1938, there was an increase of 86 in the number of depositors and the balance due to depositors showed an increase of £5,863.

During the year the branch post office at Grant's Town was made a Branch of the Savings Bank.

Currency.

The British Currency Act (Chapter 159) declared British sterling to be the money of account, and requires all accounts to be kept in sterling. £79,400 in local Government currency notes of 4s., 10s., and £1 denominations is in circulation in the Colony, in addition to about £26,000 in British silver coin. United States currency is not legal tender in the Colony but gold and silver certificates are accepted at rates based on the rate of sterling in New York on the day of negotiation. These certificates are in circulation particularly during the winter owing to the presence of American visitors.

The Note Security Fund held by the Commissioners of Currency on 31st December, 1938, was valued at £79,314 14s. 2d. For the same period the Commissioners showed an excess of £2,075 19s. 4d. in receipts over expenditure, which was paid into General Revenue.

The Currency Note Act, 1936, which came into operation on the 1st November, 1936, declares currency notes issued under the Act to be legal tender in this Colony, and that they shall be deemed to be current coin of the Colony.

Under the Proclamation of His Majesty in Council of the 27th October, 1936, silver coins of the United Kingdom ceased to be legal tender in the Colony for payment of any amount exceeding 40s., with effect from the 1st November, 1936.

Weights and Measures.

By the Weights and Measures Act (Chapter 172) weights and measures are fixed at the standard of those used in England previous to the introduction of Imperial weights and measures. Imperial weights and measures are used, however, in the collection of duties on imports.

XVI.—PUBLIC FINANCE AND TAXATION.

The totals of revenue and expenditure for the last five years are as follows:—

					Revenue.	Expenditure.
					£	£
1934-35	...	...	...	...	277,544	276,961
1935-36	...	...	...	...	297,568	288,969
1936 (1st April-31st December)	...	...	...	...	246,353	240,440
1937	...	...	...	...	513,926	419,235
1938	...	...	...	...	411,764	655,460
					<hr/> £1,747,155	<hr/> £1,881,065

The excess of expenditure over revenue for this period was £133,910. The excess of expenditure over revenue is entirely due to the write off to expenditure of £263,346 in connexion with the loan against the Colonial Hotel.

The authorized Public debt on the 31st December, 1938, amounted to £253,000 which sum is comprised of the following loans:—

(a) £150,000 raised under the authority of the Hotel Loan Act, 1924.
(b) £35,000 raised under the Telephone Loan Act, 1936, and a further £25,000 raised under the Telephone Loan Act, 1937, for the purpose of installing in New Providence an automatic telephone system.

(c) £35,000 raised under the Electricity Loan Act, 1937, for constructing and equipping a new electrical power station.

All of these loans have been floated locally by the issue of Debentures bearing interest ranging from 2 per cent. to 5 per cent. per annum.

Provision is made for the redemption of the debentures by annual contributions from the revenue to sinking funds, established for the purpose.

(d) £8,000 in respect of a loan from the Colonial Development Fund in connexion with sponge fishery investigations. Issues from the fund are made quarterly and the amount received is £3,600 up to 31st December, 1938.

Investments of surplus funds in England in trustee securities bearing interest at approximately 3 per cent., and amounting at the end of the year 1938 to £379,830 market value, represent the chief liquid assets of the Colony. Other principal assets are represented by loans to two hotels, which at the end of 1938 stood at £355,000 which is secured by mortgages on the hotels.

Apart from real property tax, which yielded £6,401 during 1938, there is no direct taxation. The revenue is mainly derived from the following sources:—

					Estimate 1939.
					£
Customs	...	...	...	...	222,560
Port, Wharf and Harbour Dues	...	...	...	...	40,615
Licences and Internal Revenue	...	...	...	...	20,935
Fees of Court, etc.	...	...	...	...	34,745
Post Office Revenue	...	...	...	...	21,310
Interest	...	...	...	...	26,478
Electrical Power Receipts	...	...	...	...	45,200
Telegraphs and Telephones	...	...	...	...	23,000

In 1936 the Tariff Act of 1931, and subsequent amendments were consolidated and revised in a new Act, which continued the preferences agreed upon under the terms of the Ottawa Agreement, and the provision for the free import of motor-cars for temporary use by visitors. It also imposed a surtax upon certain alcoholic beverages.

XVII.—MISCELLANEOUS.

Nassau Art Centre.—The Nassau Art Centre which was opened by Mrs. Reginald J. Higgs and Miss Dorothy Thompson of Nassau, in Frederick Street during December, 1938, includes paintings by visiting and local artists.

Agricultural Exhibition.—An Agricultural Exhibition, organized by the Commissioner was held for the second time at Harbour Island in March under the patronage of the Governor. A large number of persons from Nassau visited the Exhibition which was quite a success and stimulated agricultural interest in the District.

Broadcasting.—The broadcasting system which was inaugurated in 1937, has further developed and the original 250-watt transmitter has been replaced by one of a modern type giving an output of 1,000 watts.

The equipment of a new studio with modern apparatus had also been almost completed by the end of the year. Besides the regular listeners, who pay a licence fee of 5s. per annum, the Government has provided eight receivers for community listening in certain of the Out Islands. Five more of these have been authorized and will be fitted early in the New Year.

Crown Lands.—During the year 1938, Crown land rentals totalling £1,555 9s. 9d. were collected.

Visits of His Majesty's ships.—The following ships of His Majesty's North America and West Indies Squadron visited the Colony during the year:—

H.M.S. *York*, 10th to 13th January.

H.M.S. *Dundee*, 25th to 31st January.

H.M.S. *Scarborough*, 17th to 24th June.

Visits of United States ships. The United States coastguard cutters *Mojave* and *Pandora* visited Nassau during March.

Yachting.—The harbour of Nassau lends itself admirably to yachting, and this sport is indulged in to a considerable extent by local and visiting yachtsmen.

In March, 1938, the annual regatta of the Royal Nassau Sailing Club was held, when the cup presented by His late Majesty King George V for Pirate class yachts was won by the Honourable Walter K. Moore, C.B.E., in the *Johanna*.

In March, 1938, the International Ocean Yacht Race took place, starting at Miami, Fla., and finishing at Nassau. This is an annual event for a trophy competed for by local and American yachts, and is keenly contested. The race was won by Mr. Robert M. Johnson's *Stormy Weather*.

The United States coastguard cutters *Mojave* and *Pandora* accompanied the yachts and offered every facility for promoting the event.

Honours.—The following honours were conferred on the King's Birthday:—

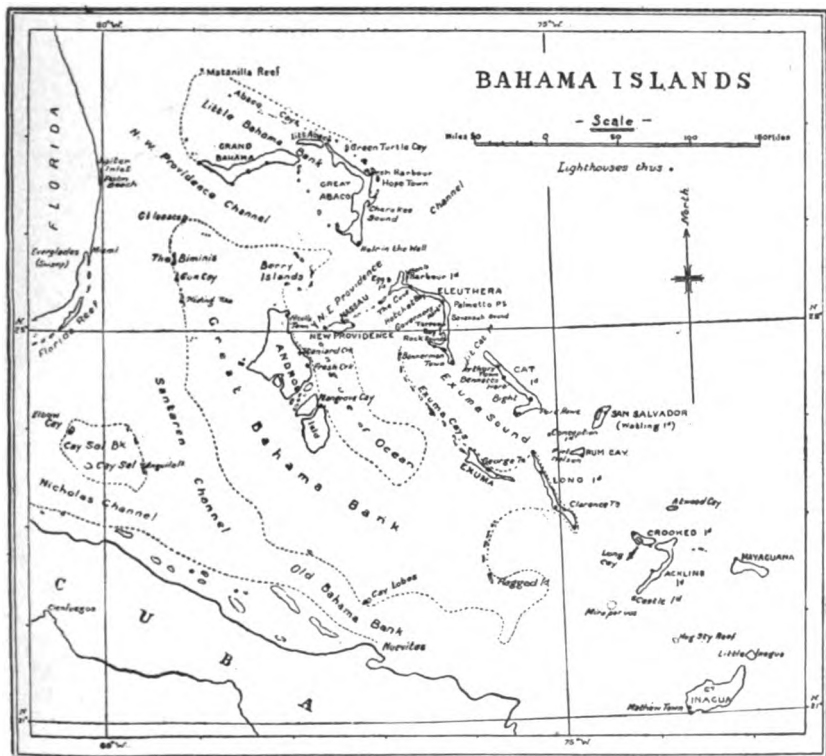
His Excellency the Governor, The Honourable Charles C. F. Dundas, C.M.G., O.B.E., was created a K.C.M.G. Mr. J. Herbert Peet, Postmaster, received the O.B.E. and Miss Sybil Burnside, Clerk Grade II Secretariat, the M.B.E.

In January Mr. A. K. Cole, Comptroller of Customs, received the O.B.E. in the list of New Year's Honours.

APPENDIX.

Bahamas Publications, etc.

<i>Title.</i>	<i>Price.</i>	<i>Agents for Sale.</i>
Laws :		
Revised Edition, volumes 1 and 2, Cloth bound.	2 guineas per volume.	The Crown Agents for the Colonies, 4, Millbank, Westminster, London. The Colonial Secretary, Nassau, N.P., Bahamas.
Bound half calf	3 guineas per volume.	
Annual volumes for years subsequent to 1928.	½d. per printed page.	
Single copies of Acts	" "	
Rules, Regulations and Orders-in- Council.	" "	
Blue Books	10s.	
Official Gazette	½d. per printed page. Annual sub- scription, 12s. 6d.	
Departmental Reports... ..	½d. per printed page.	
Census, 1931	2s.	
Bahamas Hand Book, 1926 (by Mary Moseley, M.B.E.).	10s.	
Public Health and Medical conditions in New Providence (by Sir Wilfred Beveridge, K.B.E., C.B., M.B., C.M. (Edin.) D.P.H. (Camb.) London School of Hygiene and Tropical Medicine).	10s.	Colonial Secretary, Nassau, N.P. Bahamas.
Law Report, Volume 1, 1900-1906 (Edited by Kenneth Solomon, K.C., Member of Bahamas Bar).	6s.	
Sand-fly Report, 1932 (by Dr. J. G. Myers, Sc.D., F.Z.S., F.E.S.).	9d.	
Memorandum on Agriculture in Bahamas (by Hon. Sir Charles Dundas, K.C.M.G., O.B.E.).	2s.	
Memorandum on Historic Forts of Nassau (by Sir Bede E. H. Clifford, K.C.M.G., C.B., M.V.O.).	1s.	
Law Finder—A Guide to Legislation in force in the Bahama Islands on the 1st November, 1937 (by J. H. Jarrett, K.C.).	2s. 6d.	



Reports, etc., of Imperial and Colonial Interest

THE FINANCIAL AND ECONOMIC POSITION OF NORTHERN RHODESIA

Report of the Commission [Colonial No. 145] 7s. (7s. 6d.)

LABOUR CONDITIONS IN NORTHERN RHODESIA

Report by Major G. St. J. Orde Browne, O.B.E.
[Colonial No. 150] 2s. (2s. 3d.)

NYASALAND. FINANCIAL POSITION AND FURTHER DEVELOPMENT

Report of Commission [Colonial No. 152] 10s. (10s. 6d.)

RHODESIA-NYASALAND ROYAL COMMISSION

Report [Cmd. 5949] 7s. 6d. (7s. 11d.)

LABOUR CONDITIONS IN THE WEST INDIES

Report by Major G. St. J. Orde Browne, O.B.E.
[Cmd. 6070] 3s. 6d. (3s. 10d.)

THE SYSTEM OF APPOINTMENT IN THE COLONIAL OFFICE AND THE COLONIAL SERVICES

Report of Committee [Cmd. 3554 (1930)] 1s. (1s. 1d.)

LEAVE AND PASSAGE CONDITIONS FOR THE COLONIAL SERVICE

Report of Committee [Cmd. 4730 (1934)] 9d. (10d.)

PENSIONS TO WIDOWS AND ORPHANS OF OFFICERS IN THE COLONIAL SERVICE, AND COLONIAL PROVIDENT FUNDS

Report of Committee [Cmd. 5219] 1s. (1s. 1d.)

COLONIAL STUDENTS

Report of the Colonial Students Committee appointed by the Secretary of State for the Colonies, December, 1938 [Colonial No. 161] 9d. (10d.)

Lists are issued showing schedules of Offices in the following Colonial Services with the names and brief biographical records of the holders. Each list includes the Special Regulations by the Secretary of State relating to the Service concerned :—

Colonial Administrative Service List	[Colonial No. 147] 2s. 6d. (2s. 8d.)
Colonial Agricultural Service List	[Colonial No. 157] 1s. 3d. (1s. 5d.)
Colonial Audit Service List	[Colonial No. 162] 4d. (5d.)
Colonial Forest Service List	[Colonial No. 163] 6d. (7d.)
Colonial Legal Service List	[Colonial No. 158] 9d. (10d.)
Colonial Medical Service List	[Colonial No. 159] 1s. 3d. (1s. 5d.)
Colonial Veterinary Service List	[Colonial No. 160] 6d. (7d.)

All prices are net. Those in brackets include postage

Obtainable from

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LONDON, W.C.2 : York House, Kingsway
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CARDIFF : 1, St. Andrew's Crescent
MANCHESTER 1 : 26, York Street
BELFAST : 80, Chichester Street
or through any bookseller

COLONIAL ANNUAL REPORTS

H.M. Stationery Office publishes the Annual Reports on the Social and Economic Progress of the Peoples of the Colonies and Protectorates, most of which contain a map of the Dependency concerned. More than 40 Reports appear each year and they are supplied at the Subscription price of 50s. per annum. (This rate does not include Mandated Territories.) Individual Reports may also be purchased and standing orders placed for their annual supply

ADEN
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CAYMAN ISLANDS (JAMAICA)
CEYLON
CYPRUS
FALKLAND ISLANDS
FEDERATED MALAY STATES
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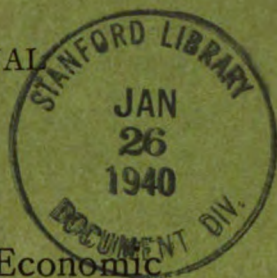
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Annual Report on the Social and Economic
Progress of the People of

NYASALAND, 1938

(For Report for 1936 see No. 1824 (Price 2s. 6d.)
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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF NYASALAND FOR THE YEAR 1938

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I.—GEOGRAPHY, CLIMATE AND HISTORY.

Geography.

The Nyasaland Protectorate consists of a strip of land some 520 miles in length and varying from 50 to 100 miles in width, bounded on the east by Lake Nyasa, on the south by Portuguese East Africa, on the west by North-Eastern Rhodesia and on the north by the Tanganyika Territory. It lies approximately between $9^{\circ} 45'$ and $17^{\circ} 16'$ south latitude and 33° and 36° east longitude and is roughly 37,000 square miles in area, or nearly three-quarters the area of England. Its most southerly portion is approximately 130 miles from the sea.

The Protectorate consists of two distinct natural divisions: first, the western shore of Lake Nyasa, with the high tablelands separating the lake from the basin of the Luangwa river in Northern Rhodesia; and secondly, the region which includes the Shire Highlands, Mlanje mountain, and a small portion of the south-eastern coast of Lake Nyasa, and which is bounded on the west by the watershed between the Zambezi and Shire rivers, and on the east by Lakes Chiuta and Chilwa and by the Ruo river, a tributary of the Shire.

Lake Nyasa, the third largest lake in Africa, is a deep trough 360 miles in length and from 10 to 55 miles wide, lying at a height of 1,555 ft. above sea-level. Its greatest depth is 386 fathoms. It is subject to sudden and violent storms which occur principally during the period from April to October.

The only river of any importance is the Shire, which flows out of the south end of the lake and runs for 250 miles in a general southerly direction to its confluence with the Zambezi. During the rains, steamers are able to navigate on the lower part of the Shire, between the Zambezi and Chikwawa.

The chief towns in the Protectorate are Zomba, the seat of the Government; Blantyre, the commercial capital, which has about 250 European inhabitants; and Limbe.

Climate.

The climate of Nyasaland is not markedly dissimilar from that of the East African dependencies. A strong contrast exists between the comparatively equable and healthy climate of the highlands, where at an altitude of 3,000 feet or more extreme heat is unknown, and conditions in the Shire valley, where temperatures rising to 115° Fahrenheit are recorded in October and November. The climate of the Lake littoral is again distinct; for the proximity of the Lake and the comparatively heavy rainfall combine to promote a degree of humidity which, though the temperature seldom rises above 95° Fahrenheit, is particularly trying to Europeans.

The monsoon begins to blow strongly in September, and the first rains may be expected at any time after the middle of October: and from their beginning until the end of December it is usual to experience violent thunder and rain storms, interspersed with varying periods of considerable heat. After December the thunderstorms diminish in frequency and intensity and are replaced by steady rain, January, February and March being the wettest months of the year. From May to September the weather is cooler, the climate of the highlands especially being quite cold at night; while throughout the country the air is comparatively dry.

History.

Little is known of the history, prior to 1850 or so, of the region now called Nyasaland. It is said that the first European to visit Nyasaland was one Jasper Bocarro, a Portuguese who travelled early in the 17th century from the Zambezi to the confluence of the Ruo and Shire rivers, and thence *via* the Shire Highlands and the Lujenda river to the coast at Mikindani.

The modern history of Nyasaland begins with the advent of Dr. Livingstone, who, after experiencing considerable difficulty in ascending the River Shire, discovered Lakes Chilwa and Pamalombe, and on the 16th of September, 1859, reached the southern shore of Lake Nyasa. Livingstone was closely followed by a Mission under Bishop Mackenzie, sent out by the Universities of Oxford and Cambridge. The Mission settled in the Shier Highlands; but on account of the loss of many of its members by sickness and other causes. it withdrew in 1862. It was re-established in 1881 on Lake Nyasa, with headquarters on the island of Likoma, where it still remains.

In 1875 the Livingstonia Mission, named in honour of the great explorer and founded by the Free Church of Scotland in the previous year, sent out its first party to Nyasaland. They were joined in 1876 by the pioneers of the Church of Scotland Mission, who chose the site of the present town of Blantyre and established themselves in the Shire Highlands, while the Free Church applied itself to the evangelization of the inhabitants of the shores of Lake Nyasa.

The Missions were followed by the African Lakes Corporation; and in 1883 Captain Foote, R.N., was appointed first British Consul, resident at Blantyre, for the territories north of the Zambezi.

It was not long before trouble arose with the Arab slave traders who had settled at the north end of Lake Nyasa. At the time of Livingstone's first visit he had found the Arabs established in a few places on what is now the Portuguese shore of the Lake, and at Kota Kota on the western side. Arab caravans, trading with the tribes in and beyond the valley of the Luangwa, were in the habit of crossing the Lake on their way to and from the sea coast. The opposition of the newcomers to the slave trade carried on by coastal Arabs and natives alike resulted in a conflict both with the Arab traders who had settled at the north end of Lake Nyasa under Mlozi and also with the Yao Chiefs under their influence.

In the summer of 1889, Mr. Johnston (afterwards Sir H. H. Johnston, G.C.M.G., K.C.B.), arrived at Mozambique as His Britannic Majesty's Consul and proceeded to travel in the interior to enquire into the trouble with the Arabs.

After treaties had been concluded with the remaining Makololo Chiefs and with the Yaos around Blantyre, Mr. Johnston proceeded up Lake Nyasa, leaving in charge Mr. John Buchanan, Acting Consul. This officer, after receiving news of a conflict between a well-armed Portuguese expedition commanded by Major Serpa Pinto and Mlauri, a powerful Makololo Chief on the Lower Shire, proclaimed a British Protectorate over the Shire province on the 21st of September, 1889.

In 1891, an Anglo-Portuguese Convention ratified the work of Mr. Johnston, Mr. Sharpe (later Sir Alfred Sharpe, K.C.M.G., C.B.), and other pioneers of British Central Africa; and in the following spring a British Protectorate was proclaimed over the countries adjoining Lake Nyasa. The Protectorate of Nyasaland, under the administration of a Commissioner, was confined to the regions adjoining the Shire and Lake Nyasa, the remainder of the territory under British influence north of the Zambesi being placed, subject to certain conditions, under the British South Africa Company.

On the 22nd of February, 1893, the name of the Protectorate was changed to "The British Central Africa Protectorate"; but the old name "Nyasaland Protectorate" was revived in October, 1907, by the Order in Council which amended the Constitution.

II.—GOVERNMENT.

The Central Government.

The Protectorate is administered by the Governor, assisted by an Executive Council composed of the Chief Secretary, the Treasurer and the Attorney-General *ex-officio* and, at present, the Senior Provincial Commissioner. The laws of the Protectorate are made by the Governor with the advice and consent of the Legislative Council constituted by the Nyasaland Order in Council, 1907. The Legislative Council consists of the Governor, five official members including the three *ex-officio* members of the Executive Council, and five unofficial members. The unofficial members, who are nominated by the Governor without regard to any specific representation, are selected as being those most likely to be of assistance to him in the discharge of his responsibilities, and hold office for a period of three years. In addition to indirect representation by at least one of the unofficial members, who for many years has been selected from one of the Missionary Societies, native interests are the direct concern of the Senior Provincial Commissioner, the Chief Secretary and the Governor himself.

Departments of Government.

The principal departments of Government whose headquarters are in Zomba are those dealing with Finance, Legal Affairs, Medical and Sanitary Services, Agriculture, Public Works,

Education, Police, Prisons and Lunatic Asylum, Geological Survey, Veterinary Services, Forests, Mechanical Transport and Posts and Telegraphs. The High Court and the Lands Office, which latter includes the offices of Surveys and Mines, are in Blantyre; and the headquarters of the Customs Department is at Limbe.

Provincial Administration.

For administrative purposes the Protectorate is divided into two provinces, each in charge of a Provincial Commissioner who is responsible to the Governor for the administration of his province. The provinces are divided into districts in charge of District Commissioners, who are responsible to the Provincial Commissioner. The provinces of the Protectorate are as follows:—

<i>Province.</i>	<i>Districts.</i>	<i>Land area. Square miles.</i>	<i>Population.</i>	<i>Head-quarters.</i>
Southern	Lower Shire, Chikwawa, Central Shire, Cholo, Mlanje, Blantyre, Chiradzulu, Zomba, Upper Shire, South Nyasa.	12,114	791,111	Blantyre
Northern	Ncheu, Dedza, Fort Manning, Lilongwe, Dowa, Kota Kota, Kasungu, Mzimba, West Nyasa, North Nyasa.	25,260	831,815	Lilongwe

In 1933 a system of indirect rule or, to give it the proper title, native local self-government, was introduced. The hereditary chiefs, with their customary councillors and advisers, have been recognized as Native Authorities and, while they are of course concerned primarily with purely native affairs and are subject to close supervision by the Administrative staff, are given an increasing share of the general administrative and judicial work of their areas.

The Report* of the Commission appointed to enquire into the financial position and further development of Nyasaland was published in October, 1938, and its recommendations have been receiving the consideration of the Government.

The Royal Commission appointed to enquire into the desirability and feasibility of closer co-operation or association between Southern Rhodesia, Northern Rhodesia and Nyasaland, visited the Protectorate from the 17th June to the 7th July.

* Col. No. 152.

Evidence was taken from Government officials and from representatives of the European, Asiatic and Native communities, and the Commission visited a number of estates, native villages, and missions. Its report† was presented to Parliament on the 21st March, 1939.

III.—POPULATION.

Nyasaland has a population of 1,894 Europeans, 1,631 Asiatics, and 1,635,804 natives, divided between the two Provinces in the following proportions:—

	<i>Europeans.</i>		<i>Asiatics.</i>		<i>Natives.</i>	
	<i>Males.</i>	<i>Females.</i>	<i>Males.</i>	<i>Females.</i>	<i>Males.</i>	<i>Females.</i>
Northern Province	279	184	222	42	370,237	420,557
Southern Province	847	584	1,077	294	388,475	456,535

The following table records the births and deaths of Europeans and Asiatics during the past three years:—

	<i>1936.</i>		<i>1937.</i>		<i>1938.</i>	
	<i>Births.</i>	<i>Deaths.</i>	<i>Births.</i>	<i>Deaths.</i>	<i>Births.</i>	<i>Deaths.</i>
Europeans ...	35	18	29	18	34	13
Asiatics ...	71	18	83	19	93	14

Although Europeans are resident in every district of the Protectorate, 76 per cent. of the European population is contained in the following five districts:—

Blantyre ...	...	...	...	...	681
Zomba ...	...	...	...	...	251
Cholo ...	...	...	...	...	184
Mlanje ...	...	...	...	...	170
Lilongwe ...	...	...	...	...	162

The native population is also very unevenly distributed. For instance, in the Southern Province the number of persons to the square mile varies from 557 on fertile land near the townships to 13.9 in the more arid areas of the Shire Valley.

Marriages.—Eleven marriages were registered under the British Central Africa Marriage Ordinance No. 3 of 1902, as against 15 in the preceding year.

Under the Native Marriage (Christian Rites) Registration Ordinance, 1923, 3,416 marriages were celebrated, compared with 3,803 in the preceding year.

IV.—HEALTH.

The European medical staff consists of a Director of Medical Services, two Senior Medical Officers, a Pathologist, a Medical Entomologist and 14 Medical Officers; while the nursing personnel comprises a Matron and 11 Nursing Sisters.

† Cmd. 5949.

In addition there are 10 Asiatic Sub-Assistant Surgeons, 16 African Hospital Assistants, 104 male African Dressers and 35 female African Nurses.

Two European Health Inspectors, 19 African Inspectors and 36 Vaccinators or Rural Sanitary Inspectors are employed solely on sanitary duties.

One Senior Medical Officer was seconded during the later part of the year to the Nutrition Survey organized by the Colonial Office.

The care of the small and scattered European population occupies the full time of two Medical Officers, half the time of two other Medical Officers, and part of that of the remaining Medical Officers. At present, only two European Nursing Sisters are engaged in native work; the remainder are employed at the European Hospitals. The degree of attention which can be given to Africans is limited accordingly.

Government has only recently made a beginning with the training of African subordinate staff in medical work. The majority of dressers, sanitary inspectors, vaccinators and rural inspectors so far employed have only an elementary knowledge of preventive or curative medicine. The tuition of African hospital assistants is in the hands of the Scots Mission at Blantyre, where shortage of medical staff precludes any attempt at an ambitious standard of training.

The Health Inspectors are attached to the townships of Zomba and Blantyre and are wholly employed in superintending the sanitary routine in these towns.

The European Community.

The majority of Europeans live in the southern highlands or in the Angoni highlands in the Northern Province. These areas are comparatively healthy, and the members of the European community, who are usually well housed and who normally take proper precautions against disease, generally remain in good health. Malaria does occur; but thanks to the almost universal practice of taking quinine as a prophylactic, complications are usually rare.

The Government maintains hospitals for Europeans at Blantyre and Zomba. In addition, there is a small European hospital at Malamulo near Cholo, provided by the Seventh-Day Adventist Mission; while a cottage hospital, supported by funds received from voluntary subscription, is in course of erection in Lilongwe.

Admissions to the two Government hospitals numbered 232, of which 25 were for confinements, 10 for amoebic dysentery, 17 for appendicitis and 49 for malaria. European out-patients are seen and treated at all district hospitals.

The Asiatic Community.

This community is scattered throughout the territory, is mainly engaged in native trade and, as a rule, lives under conditions not conducive to the maintenance of robust health. Many of the Asiatic trading stores are in rural areas, and the storekeepers are the paid employees of firms with headquarters in the larger towns. The salaries paid to this class of employee are small; the houses which they occupy are usually inadequate and insanitary.

The main hospital for Asiatics is at Blantyre, and is provided by the Scots Mission under subsidy from the Government. Asiatics can also obtain treatment at most of the Government African hospitals, but advantage of this facility is seldom taken, except at Zomba.

The African Community.

The Medical Department has not yet been able to make contact with the native population in the full measure which is necessary to gain the confidence of these people.

The Government maintains 15 hospitals for Africans; one of these has 140 beds, 6 have 50 beds and 8 have 30 beds. In addition, 94 dispensaries are provided, 3 of which have some accommodation for in-patients. The hospitals are well constructed buildings and are provided with equipment for giving effective treatment; but the majority are staffed with sub-assistant surgeons and hospital assistants, and have only a limited number of African subordinate staff. The dispensaries are staffed with dressers competent to deal only with very minor ailments.

The total number of admissions to the Government hospitals during the year was 11,383, an average of only 17 patients per bed provided. As the majority of patients admitted suffer from minor complaints, and are thus seldom detained for long periods, hospital beds are frequently vacant.

The rural dispensaries during the year attended to 332,015 cases, 105,580 being male and 126,435 being female. The average number of daily attendances at each dispensary was under 10.

Progress in gaining the confidence of the native cannot be expected until the Government finds it possible first, to provide Medical Officers for all districts, and to make sure that the treatment given at hospitals is of a high standard; secondly, to provide, at all the large native hospital units, European Nursing Sisters to assist the Medical Officer in developing ante-natal and child welfare clinics throughout the district; thirdly, to undertake the medical training of African subordinate staff who will be able to assist in the care of patients in the hospitals,

and to administer the dispensary units with sufficient skill, thereby gaining and retaining the confidence of the rural population; and fourthly, to provide funds for the regular inspection of dispensary units by Medical Officers and Nursing Sisters, and for the touring of native areas by these officers.

While the general standard of African housing in the Protectorate remains very low, it is increasingly evident from the number of better quality houses now being built that the rural native is anxious to improve his present housing conditions.

The water supplies in many areas have been improved by the provision of bore-holes and wells. Many villages, however, still depend for their supplies on shallow water-holes liable to serious pollution.

A large percentage of the population is affected with the ankylostome and bilharzia worms, and defective nutrition plays a not unimportant part in their state of health.

Venereal Diseases.

Such evidence as is available indicates that venereal disease is spreading; and as the rural dispensaries are not competent to deal with such disease, it is probable that only a small percentage of the cases which occur come to the knowledge of the Medical Department. The Public Health Ordinance includes clauses providing for the compulsory treatment of venereal disease; but they are of little practical value, for on the one hand the penalties can seldom be enforced; and on the other a large majority of the reported cases are those who have voluntarily submitted to treatment. There is evidence that the natives have their own treatments for venereal disease, but it is feared that these remedial measures are inefficient. A certain number of cases are treated in the hospitals, and the number of applications for treatment has increased during the year.

Special venereal disease clinics have been inaugurated, and most of the hospitals have one special ward for the accommodation of venereal cases.

Maternity and Child Welfare.

There is only one Government ante-natal and child welfare centre for Africans. This is maintained at Zomba, and during the year 246 mothers brought their children to the centre, each attending on the average six times. The number of pregnant women confined in the hospital was 72. This institution has now functioned for four years, and attendance has shown a steady increase.

There is considerable scope for this work, and it is hoped that before long it will be possible to arrange for active ante-natal and child welfare centres not only at district hospitals, but also in connection with each one of the rural dispensaries. This, however, cannot be attempted without an increased European nursing staff and a larger number of trained African midwives.

The work of training African midwives has begun; it is undertaken by the Scots Mission at Blantyre, and by the Dutch Reformed Church Mission at Mlanda. The numbers in training, however, are still small.

Child welfare work is undertaken by various missions, and the Government subsidises that done by the Scots Mission at Blantyre and Livingstonia. A similar subsidy is to be given in 1939 to the Dutch Reformed Church Mission at Mlanda.

At the Jeanes School the wives of teachers and community workers are given some tuition in both maternity and child welfare.

Leprosy.

The leprosy settlements are under the charge of missions, which are subsidised by the Government, payment being graduated to the number of cases treated. There are to-day 11 recognised leper centres. A total of 691 lepers received treatment during the year: this figure does not, of course, represent the total number of lepers in the country.

Mission Medical Work.

Medical work is undertaken at many of the mission centres; at four of these qualified medical practitioners are available, while at many others there are trained nurses.

The most important of the mission medical activities are centred at Blantyre, where the Scots Church maintains a large hospital. No Government African hospital has been provided in this area, and the mission admits patients sent by Government Medical Officers. The unit is subsidised by Government to the extent of £600 per annum.

Lunacy.

There is one Central Lunatic Asylum in the Protectorate, and this is situated at Zomba. The Commissioner of Police is *ex officio* Chief Inspector of the Asylum. The European executive staff consists of one Superintendent and one Deputy Superintendent, and there is an African staff of both male and female attendants. The Medical Officer at the African Hospital is in medical charge.

In the Asylum there is accommodation for one European, one Asiatic and 84 African males. The African male section

consists of 58 single rooms, one association ward for six patients, an observation yard containing nine single rooms, a hospital with 10 separate rooms and one reception room.

The female section is entirely separate and contains 20 single rooms.

A new and improved Mental Hospital is in course of erection.

During 1938 five African males and one African female were admitted. One European female was transferred to the Zomba European hospital. Three African males and one African female were released and placed in the care of their relatives.

Four African males died during the year, from cerebral syphilis, cardiac failure, miliary tuberculosis and pellagra respectively.

At the end of 1938 there remained in the Asylum 76 African males and 17 African females. The daily average population was 93.42.

The general health of the patients has been good. The daily average number in hospital was 3.74.

Religious services are held from time to time for the benefit of the Christian patients.

Patients are encouraged to work as gardeners, string makers and mat makers. The value of labour performed during the year, with that of the produce from gardens and plantations, amounted to £125 11s. 8d.

V.—SANITATION AND HOUSING.

In many areas conditions are still primitive: and the Government, which fully appreciates the need for improved sanitation and housing, is hampered in its efforts towards progress by lack of funds. Provision has, however, been made for the improvement of quarters occupied by Government African employees.

The housing and sanitary facilities provided for labourers on estates in European ownership are seldom of a high standard. There is evidence, however, that owing partly to difficulties in obtaining labour, and partly to a genuine desire for improved conditions, a change may be expected in the near future. Some employers have indeed already begun to provide better housing for their African employees.

Native villages are in many cases badly planned; and although, as has already been pointed out, some improvement in the villagers' houses has been seen, little real progress can be expected until such time as it is possible to train an African staff capable of suggesting and directing the measures necessary for improvement.

NUTRITION.

A nutrition Survey of the natives of certain areas of the Protectorate was begun in August. The personnel of the survey party includes Officers seconded from the Medical and Agricultural Departments, a nutrition investigator engaged by the Government, and an Anthropologist lent by the African Institute. The Survey is being directed by an Officer appointed by the Medical Research Council.

While no report can be expected until the survey is completed, there is already evidence to show that the information gained will prove of great value to the Government in the direction of its future policy.

VI.—NATURAL RESOURCES.

Agriculture.

WEATHER CONDITIONS.

Weather conditions during the 1937-8 season were less satisfactory than those of the previous year, particularly in the Southern Province where the rainfall in January and March was excessive.

The rainfall figures for the season are given in the following table:—

Stations.	Zone.	Total rainfall 1 Nov., 1937, to 30 April, 1938.	Normal for six wet months.	Total rainfall 1 May to 31 Oct., 1938.	Normal for six dry months.
		Inches.	Inches.	Inches.	Inches.
Port Herald ...	A	34.49	29.1	3.11	3.6
Port Herald Experimental Station.		31.29	28.8	8.39	3.2
Chikwawa ...		24.32	29.7	2.00	2.3
Cholo ...	B	49.98	48.8	7.67	8.1
Makwasa ...		37.15	46.8	5.08	4.4
Nsikisi ...		No record	—	—	—
Lipumulo ...		43.21	—	9.22	—
Mikundi ...		46.51	—	8.47	—
Upper Mboma ...		48.07	—	.76	—
Masambanjati ...		50.71	—	10.94	—
Mlanje ...	C	58.37	66.6	9.91	14.
Chitakali ...		67.89	65.6	15.88	12.1
Thornwood... ..		49.52	67.8	10.35	11.6
Ruo... ..		44.36	53.7	6.66	6.3
Glenorchy ...		46.61	56.2	9.75	10.1
Sayama ...		No record	—	—	—
Lujeri ...		72.15	76.3	13.07	14.3
Chisambo ...		70.34	—	14.66	—
Nalipiri ...	D	50.12	51.9	11.76	11.0
Blantyre ...	E	42.17	39.9	2.03	3.3

Stations.	Zone.	Total rainfall 1 Nov., 1937, to 30 April, 1938. Inches.	Normal for six wet months. Inches.	Total rainfall 1 May to 31 Oct., 1938. Inches.	Normal for six dry months. Inches.
Limbe Catholic Mission.		43·11	—	4·82	—
Chingaluwe ...		40·68	42·8	5·37	3·3
Nyambadwe ...		36·63	39·0	1·62	2·9
Chiradzulu Boma ...		37·38	40·0	2·66	2·5
Nyungwe ...		37·48	—	·95	—
Michiru ...	F				
Namalanga... ..	G	29·19	29·9	2·08	1·0
Nasonia ...		38·72	36·9	7·16	1·9
Zomba Experimental Station.	H	63·47	46·8	2·35	4·6
Zomba Plateau ...		77·45	—	5·32	—
Likwenu ...		53·02	—	·31	—
Police Headquarters		61·65	41·9	2·29	1·8
Domasi ...		57·58	52·7	·56	—
Nankunda ...		66·78	—	3·00	—
Malosa ...		46·56	—	—	—
Mbidi ...	I	42·34	35·8	—	1·5
Makwapala Experimental Station.		27·77	34·0	—	1·5
Mwanza ...	K	35·23	37·2	3·18	·6
Liwonde ...	L	38·81	31·7	·28	1·1
Bilila ...		—	28·0	—	·7
Mandimba ...	M	—	—	—	—
Namwera ...		42·85	42·2	·73	·3
Chipunga ...		34·85	35·0	1·29	·8
Fort Johnston ...	N	30·97	29·4	1·39	1·2
Monkey Bay ...		30·68	29·2	—	·9
Malindi ...		31·89	—	3·45	—
Golomoti ...		—	29·5	—	·1
Ncheu ...	P	43·88	37·0	1·08	·9
Likuni ...	S	36·07	32·9	1·18	1·5
Chimvua ...		39·21	—	·70	—
Lilongwe ...		41·89	32·7	2·25	·8
Nathenje ...		37·88	—	·82	—
Mpali ...	T	33·60	—	·48	—
Dowa ...		34·97	33·1	·35	·7
Fort Manning ...		42·27	39·8	—	2·5
Domira Bay ...	U	27·36	31·0	—	·1
Dedza ...	V	39·88	39·7	1·10	2·2
Kasungu ...	X	23·88	29·1	—	·3
Mzimba ...		35·19	31·7	—	·2
Kota Kota... ..	Y	35·68	48·2	·56	2·0
Chinteché ...	Z	43·95	62·9	8·05	5·1
Livingstonia ...		43·77	57·5	11·29	6·2
Karonga ...		40·10	52·3	1·32	2·8
Salima ...		28·02	—	·30	—
Glengarry ...		52·63	—	2·90	—

A résumé of weather conditions in areas growing tobacco is given on page 18.

ECONOMIC CONDITIONS.

The amounts and local values to the nearest £ of agricultural exports for 1937 and 1938 are set out below:—

	1937.		1938.	
	Amount.	Value. £	Amount.	Value. £
Chillies and capsicums lb.	3,077	38	9,091	114
Coffee cwt.	908	2,051	251	587
Maize and maize flour lb.	1,171,005	1,307	161,041	180
Rice "	1,235	6	115,801	517
Tobacco :—				
<i>leaf</i> dark-fired	7,013,224	204,552	6,130,539	178,802
" flue-cured	1,230,824	35,899	1,241,972	36,224
" air-cured	746,274	21,766	1,858,129	54,195
<i>strips</i> dark fired	4,384,886	127,893	3,051,770	89,010
" flue-cured	646,081	18,844	506,715	14,779
" air-cured	515,644	15,040	674,518	19,673
Tea "	8,816,788	326,048	10,218,821	448,477
Grape Fruit	—	—	38,438	323
Beeswax "	35,805	1,492	14,625	609
Cotton (lint) tons	2,066	105,722	3,060	99,953
Cotton seed "	895	2,440	675	1,688
Fibre of all kinds ... lb.	1,968,345	12,900	293,953	1,575
Groundnuts tons	—	—	278	1,724
Potatoes lb.	39,588	159	50,063	201
Soya beans "	—	—	476,956	806
Rubber "	203,175	3,449	159,165	3,316
Strophanthus... .. "	24,674	2,467	20,825	2,082

The most notable increases in exports during 1938 were in air-cured tobacco, tea, rice, soya beans and cotton.

The decline in exports of other types of tobacco was due partly to the unfavourable weather conditions and consequent short crop in the Southern Province, and partly to the fall in registrations of Native Trust Land growers, which decreased by 4·8 per cent. in the Southern Province and 31·3 per cent. in the Northern Province.

The larger exports of tea were due to the fact that additional areas came into full production during the year. Yields were satisfactory.

The increase in exports of rice resulted from increased planting and more efficient systems of marketing.

Cotton production improved considerably; for in addition to the 3,060 tons of lint shown as having been exported, it is estimated that the equivalent of 750 tons of lint was sold by natives outside the Protectorate.

LOCUSTS.

The only species of locust observed in the Protectorate was the red locust (*Nomadacris Septemfasciata*, Serv.).

Adult swarms of the 11th generation appeared to leave the country almost completely during December, 1937, and with the exception of small areas on the southern boundary and in the

eastern part of the Upper Shire district no egg-laying took place. The resulting small and scattered hopper bands were mainly destroyed in the south though some escapes occurred in the Upper Shire district. Consequently from March to July very few adult swarms of the 12th generation were recorded throughout the Protectorate; but at the end of this period renewed activity began and several swarms entered the southern districts. By the end of the year swarms had penetrated all districts as far north as the southern end of the Dedza district; but that part of the Protectorate lying north of Lat. 14° S. remained free. Egg-laying took place in many districts during December, and some hopper bands of the 13th generation had hatched by the end of the month.

In the absence of hopper bands and adult swarms the crops of 1937-8 were not affected; but damage by adults of the 12th generation to early food crops of the 1938-9 season was reported from a few districts.

ADVISORY BODIES AND POLICY.

The Agricultural Advisory Board did not meet in 1938, and a recommendation by the Financial Commissioner that it should be abolished was accepted by the Government.

The Native Welfare Committee continued to consider and advise on various matters affecting the welfare of Africans. Its activities are described in Part XVII of this report.

The Agronomic Sub-Committee of the Native Welfare Committee, which was appointed in 1937, held seven meetings during the year. This Committee was concerned mainly with measures to counteract soil erosion and with proposals for the improved usage of land. The Soil Erosion Officer worked in close contact with, and under the general directions of, this Committee.

In September the report of the Commission appointed to Enquire into the Financial Position and Further Development of Nyasaland was published. In the main, its recommendations visualize further progress in directions in which work is already proceeding, and on lines along which development has started. Most of the recommendations, in so far as they concern agriculture and kindred subjects, have been approved, and are being implemented as promptly as circumstances permit.

The Agricultural Department and the Natives Tobacco Board continued, and slightly extended, the experimental and investigational work in progress at the Experimental Stations. Agricultural and Native Tobacco Board Supervisors, Agricultural Officers and their native staffs endeavoured to encourage better methods of producing crops both for sale and for food: and efforts were made to instil into the minds of cultivators a proper appreciation of the need for improved technique, particularly in relation to the prevention of soil erosion. This work,

which for some time has been intensively carried on in areas which produce native tobacco, is slowly spreading, especially in sectors where the Native Authorities take a personal interest. There is a distinct increase in the number of gardens planted in ridges across the slope, instead of in small mounds; and a considerable amount of contour ridging has been carried out with the assistance of the Agricultural staff.

Owing to a change in the demands of the tobacco market, which now requires a shorter and lighter dark fired leaf, composting, which was necessary to produce the long, heavy wrapper previously required, has lost ground.

Although there are many areas of the Protectorate which may well be termed congested, and in which cultivation is practised on undesirably steep slopes, yet in these areas as well as in less populous districts it is not easy, owing to the absence abroad of a large proportion of the able bodied males, to ensure adequate cultivation. Much of the work which would normally be done by the men is perforce left to women and children, who are incapable of the heavy labour so often necessary; and in such circumstances, improvement in methods is difficult, if not impossible, to achieve.

During the year under review the functions and work of the Native Tobacco Board were extended. The Board undertook to purchase all Native Trust Land tobacco, to pack it and to deliver it for sale on the newly established auction floors. The establishment and staffing of buying stations to purchase an estimated crop of 10,000,000 lb. involving perhaps, 300,000 separate valuations and purchases, as well as the estimation of prices to be paid for different grades so that there should be no appreciable profit or loss on the whole transaction, required no little organisation, but was nevertheless carried through to a successful conclusion. The question whether it should be made obligatory for all dark fired tobacco to be sold on the auction floors has been exercising the minds of all concerned. A Commission of Enquiry was appointed in December to investigate and report on this and on other matters connected with the tobacco industry.

The staff of the Empire Cotton Growing Corporation in the Protectorate was increased during the year by one Entomologist posted for the purpose of intensive work on the life history of the red bollworm, with a view to the improvement of means of controlling this pest. Close contact was maintained between the staffs of the Corporation and of the Agricultural Department throughout the year, and mutual assistance was given in the improvement of cotton production in the Protectorate. The Corporation staff take a wide view of their functions and, without in any way neglecting work on the cotton crop in all its

aspects of local importance, did much useful investigational work on crops other than cotton which are, or may be, advantageously grown in rotation with it.

Contact was maintained with the Jeanes School, where lectures were given by Native Tobacco Board staff. Some community workers trained at the school have now been posted to the districts, where they have been assisted by Agricultural Officers and Supervisors in the establishment of model holdings. These men, working in close touch with the Agricultural Department on the one side and with the Native Authorities on the other, should form an important link in the chain of measures for the improvement of native agricultural and general welfare.

TOBACCO.

The weather during the dry period in which young plants were being raised for transplanting was conducive to good growth, and little disease was seen. A few plantings were made in November, but most of the southern areas were planted in December and the bulk of the northern plantings took place early in January.

Rainfall was unusually heavy during December, 1937, and January, 1938, and unfortunately was excessive throughout the Southern Province during the remainder of the season. In the Northern Province, however, favourable growing conditions prevailed during February and March. The results were, in the Southern Province, a crop of low yield and quality; and in the Northern Province, thanks to the good conditions during the critical period, a very good crop indeed. The air and sun-cured tobacco of Ncheu also benefited by satisfactory weather conditions, and a good crop was obtained.

The total amounts of different types exported were:—

	<i>lb.</i>
Dark-fired... ..	9,182,129
Flue-cured	1,748,687
Air-cured... ..	2,532,647

The average amount produced by growers on Native Trust Lands was 177 lb. in the Northern Province and 159 lb. in the Southern Province.

The amounts of dark tobacco purchased from growers on Native Trust Lands and Private Estates respectively are shown in the following table:—

	<i>Northern Province. lb.</i>	<i>Southern Province. lb.</i>
Native Trust Land	7,168,139	1,892,242
Private Estates	4,658,081	1,293,881
Total	<u>11,826,220</u>	<u>3,186,123</u>

The total production of dark tobacco was 12,476,566 lb., and of air-cured 2,535,777 lb.

At the end of 1938, stocks of Nyasaland tobacco in the United Kingdom stood at 32,282,916 lb., slightly over two and a half years' supply on the usual basis. Consumption of Nyasa tobacco during 1938 amounted to 12,555,390 lb.; this was an increase of 32,214 lb. on that of the previous years, and represented 23·4 per cent. of all Empire tobacco consumed, compared with 24·0 per cent. in 1937.

COTTON.

The 1938 season was an improvement on the two previous seasons as far as production was concerned; but prices were disappointing.

The amount of seed cotton produced from Native Trust Lands and sold in the country amounted to 5,574 tons which, with 1,591 tons produced on Private Estates, gave a total of 7,165 tons, an increase of 7·98 per cent. on the previous year's figures. It is conservatively estimated that in addition from 2,000 to 2,500 tons were, by reason of the higher price offered over the border, taken across the Shire river from the Lower Shire district and sold outside Nyasaland.

There was an increase in production in the main cotton-growing areas of the Lower River, where 3,260 tons *plus* the amount sold over the border were produced, as against 3,002 tons in the previous year; but production decreased in the central part of the Southern Province, with 666 tons against 857 in 1937, and in the southern part of the Northern Province where only 1,345 tons were produced as against 1,659 tons in the previous year.

Prices also were lower, averaging ·821d. for No. 1, ·586d. for No. 2, and ·203d. for No. 3. The corresponding prices in 1937 were 1·039d., ·285d., and ·203d.

The total sum paid to Native Trust Land growers for cotton was £39,629, together with the unknown sum realized for sales outside the Protectorate, as against £49,199 in 1937. 87·60 per cent. of the crop was bought as No. 1, as against 83·91 per cent. in 1937.

A new system of marketing was introduced during 1938. This consisted of selling by auction, before the markets opened, the right and the obligation to purchase all cotton brought to the particular market. On the whole the system worked well, though detailed improvement is still indicated. Marketing was simplified, the quality of lint exported was improved, and the seller received a better price in comparison with the market value of the cotton than in previous years.

The incidence of red bollworm remained high; but the loss of crop from this pest was less than in the previous year, owing

partly to the more complete destruction of cotton plants which was effected at the end of 1937. Further improvement in this respect is still needed.

TEA.

The tea industry continued to increase its output as further areas came to maturity. The International Tea Restriction Scheme, to which Nyasaland is a party, limited the maximum acreage to be planted in the Protectorate to 17,700 acres. Only 588 acres of this quota remained to be planted at the beginning of 1938 and 191 acres at the end of the year. The first period of restriction under the scheme came to an end during the year and in December a further grant of 2,500 acres was made to Nyasaland. The new allocation was not distributed by the end of the year. This allocation is subject to certain conditions of which the more important are that the maximum of the cess on tea exported was raised from 1s. to 2s. per 100 lb., and that the quota for export during the second restriction period of five years was decided.

Production declined from 14,466,592 lb. in 1937 to 10,858,176 lb. in 1938, but exports rose from 8,816,788 lb., valued at £326,038 in 1937 to 10,218,821 lb., valued at £448,477 in 1938.

The Agricultural Department's tea experimental station at Mlanje continued the investigation of problems affecting tea production, particularly fertilizers, pruning methods, methods of preventing erosion, effects of varying intensities of plucking and *Armillaria* root disease.

NATIVE FOOD CROPS.

In the Southern Province maize, the main native food crop, gave on the whole poor yields. After promising extremely well in January, both growth and productivity were checked by the continuous and excessive rain. In the North conditions were more satisfactory, and a fair crop was reaped. Owing to floods on the Shire and the high level of the lake, considerable areas in which food crops are normally planted were inundated. In such areas, however, increased plantings of emergency crops such as sweet potatoes and cassava were fairly general, and there was no serious shortage of food.

The planting of groundnuts increased, particularly in the Ncheu-Dedza areas; but owing to dissatisfaction with the price offered the bulk of the crop was not sold, and much of it must have been consumed by the growers. Soya beans and millets yielded fairly well: and bean crops were satisfactory.

Rice production in the Kota Kota district increased. The installation of a rice mill enabled a considerable quantity of *Faya* rice to be treated, and the resulting product met with a ready sale.

While the supply of native food crops was generally adequate for requirements there was no surplus; and as usual there was a general scarcity in the month or two before harvest. Until the native becomes more provident and makes sure of adequate food supplies before selling or converting into beer what he considers may be surplus, such shortages must recur.

OTHER CROPS.

Sisal estates, which reopened in 1936, continued to cut, but exports decreased from 1,968,345 lb., valued at £12,900 in 1937, to 293,953 lb., valued at £1,575 in 1938.

The acreage of tung oil planted by Europeans again increased from 1,677 acres in 1937 to 2,067½ acres in 1938. The bulk of the plantings have been of *Aleurites montana*, which in most areas is much easier to establish and grows more rapidly than *A. fordii*. A number of the trees are now in bearing, but the fruit produced has mostly been used as seed and no crushing has taken place in the territory. Trial shipments of nuts have been sent to England for analysis.

There was a further decrease in the area under coffee, from 566 acres in 1937 to 373½ acres in 1938. The causes of this decline have been noted in previous reports.

FORESTRY.

General.

The aim of Government is to assist in, and to stimulate, both the provision of adequate supplies of all classes of forest produce required by the community, and also the preservation of a cover of forest or natural vegetation in catchment areas and on lands particularly liable to erosion or desiccation. The policy by which this aim is being achieved is outlined below under three main headings:—

A.—Preservation of demarcated forests and woodland.

This is effected in three categories, for which there is legal provision:—

(1) Forest Reserves. (State forests under the control and management of the central Government.)

(2) Native Authority forests. (Government forests under the control and management of the native authorities.)

(3) Village forest areas. (Communal forests under the control and management of village headmen.)

B.—Control of the felling of trees and cultivation on certain categories of land.

Under this heading the main measures, for which legal powers are provided, are:—

(1) Control of the felling of trees and the cultivation of land on stream banks.

(2) Control of the felling, cutting and removal of forest produce on the tops and slopes of any hills specified by a competent officer.

(3) Limitation and definition of rights to forest produce on State lands.

C.—Supplementary measures.

(1) The provision by the Crown Lands Ordinance of afforestation covenants which automatically apply to all Government leases unless especially exempted.

(2) Government assistance in the management of both native authority and village forests.

(3) Education and advice to the public on forestry generally.

(4) Experiments and research in the silvicultural treatment and economic working of the forests.

(5) Encouragement of the most economical utilization of timber and other forest products.

(6) Co-operation with the administration and with technical departments in schemes of land-planning for the well-being of the rural population.

The great local importance of forest conservation for protective purposes, i.e., in the interests of water supply and agriculture, has been stressed in previous reports; fortunately protection can usually go hand in hand with production. Present forest policy is considered to be adequate, provided there is reasonable progress in modifying native methods of agriculture and in a better economic use of the land for various purposes.

FOREST RESOURCES.

The forests of the Protectorate are mainly woodland and savanna types rather than closed forest, and the majority are composed of small trees of which only a very few species provide durable timber. Trees of dimensions and quality suitable for conversion into sawn timber are confined chiefly to a few small mountain coniferous forests, to stream banks in some regions, and to a sparse distribution in certain types of woodland and savanna. The total area of forest and good quality savanna is estimated to be less than 4,000 square miles, or about 10 per cent. of the land area of the territory. Investigation of the forests has, in the main, been completed on a broad basis and forest policy has evolved accordingly. Reservations of forest have so far fitted in admirably with the concept of regional planning for better land utilization.

No new State forest reserves were constituted during 1938; their number remains at 48 with a total area of 2,623 square miles, which is just over seven per cent. of the land area. The majority are primarily protective, as they comprise main watersheds and catchment areas. All reserves are free from rights

of user of any kind. During the year, 397 new village forests areas with an acreage of 19,018 were registered; the total at the end of the year was 4,359 areas with an acreage of 213,946. No Native Authority forests were constituted under the recently approved scheme, but a considerable amount of preliminary work was done and at the end of the year proposals for the classification of a few areas were in the final stages of preparation.

The main forest reconnaissances of the year were carried out in the North Nyasa district, and resulted in preliminary recommendations for the constitution of both State forest reserves and Native Authority forests. The reports on the reconnaissances contained much information on local land usage and its effects, as well as on topography, vegetation and soils. The reports discuss in some detail the difficult problems which exist in the Misuku region, where nearly all the land consists of steep slopes, and where over-population, immigration, over-grazing, and destructive methods of growing finger-millet contribute to a serious state of affairs which urgently needs joint consultation and action on the part of all departments concerned and which is at present receiving the consideration of the Agronomic Sub-Committee of the Native Welfare Committee.

Largely because of the comparative scarcity of major timber, the great bulk of the wood used by the native population in constructional work is in the form of short poles. A vast quantity of wood is needed because, owing to the ravages of termites, borers and fungi, huts have to be renewed every two or three years. Much wood is destroyed in the periodical clearing of land for agriculture. There is a small but growing demand by natives for sawn or squared timber for making doors, window frames and rough furniture.

The native population is allowed free access to forest produce from native trust lands, subject to certain restrictions; but in the case of demarcated forests this concession is subject to the special regulations for these forests. Whereas in the past the natives relied almost solely upon undemarcated woodlands for their supplies, they are now making increasing use of the demarcated village forest area, particularly in the more densely populated regions.

As the total number of Europeans and Asiatics in the Protectorate is less than 4,000, and as there are no major industries other than agriculture, their timber requirements are small compared with those of the native population. However, they demand a far better quality; and although it is estimated that the total consumption of sawn timber in the Protectorate rarely reaches 200,000 cubic feet in a year, by far the greater part of

this is accounted for by Government and non-natives. Imports of unmanufactured timber have remained at a low figure for many years, but there has recently been a somewhat rapid increase in imports of plywood for tea chests. The possibility of substituting a local product for plywood has been explored, but without success. Firewood is the general fuel for domestic use, and considerable quantities are consumed in tobacco-curing, tea factories, brick-making, lime-burning, water transport, and on the railway north of Blantyre. Only an insignificant amount of charcoal is manufactured.

The need for maintaining concentrated supplies of timber conveniently close at hand has led to the establishment of forest plantations, both by private enterprise and by Government. The development of an export trade in timber is out of the question; even if resources were greater, high transport cost to the coast would prove an unsurmountable obstacle.

FOREST MANAGEMENT.

The state forest reserves are under the control of the central government; the degree of intensity of their management is governed entirely by local markets. In Mlanje district two mountain reserves contain very small patches of valuable coniferous forest (*Widdringtonia whytei*), and are under comparatively intensive management although they are situated at some distance from markets. The whole of the output from these forests is converted to sawn timber under the agency of the Forestry Department. Regeneration of the forests is mainly by planting, although a small amount of natural regeneration is obtained and fostered. In two forest reserves, near Zomba and Limbe, planting of conifers has been carried out for the production of major timber, and there is now a steadily increasing output; the great demand for the timber from the Zomba plantations is ample evidence of their success. Other forest reserves, situated near townships, are under intensive management mainly for the production of poles and firewood. An important feature of these reserves is the sale of produce at very cheap rates to urban natives.

There are three vital factors governing the possibility of extending utilization, with more intensive production, to other forest reserves. There are, first, the great paucity of major timber resources in the forests, and their sporadic occurrence; secondly, the distance of most reserves from markets and main lines of transport; and thirdly, the public preference for softwood timber. Because of these factors, the output of major timber from forest reserves is almost entirely confined to coniferous softwood timber produced in natural forest and plantations; the output of hardwood sawn timber from broad-leaved forest is quite insignificant. It is evident that any considerable

increase in the demand, by non-natives, for major timber can best be met by further concentrated planting of conifers, in forest reserves suitably situated as regards the distribution and transport of timber. The successful establishment of exotic pines, following the introduction into the Protectorate of the mycorrhiza necessary for their root growth, has greatly improved the outlook.

The management of a Native Authority forest will be undertaken by the Forestry Department until such time as the Native Authority is prepared to assume charge. All the revenue derived from the area will be paid to the Native Treasury to meet, in whole or in part, necessary expenditure on protection and management. The training of a staff for the subsequent control and management of a forest by the Native Authority itself, when the time is ripe for assuming charge, will be carried out by the Forestry Department.

The village communal forests are under the control and management of village headmen. In areas in which protective measures have been carried out for a few years, the great increase in regeneration and the rate of growth has been remarkable, exceeding the expectations of the natives. The development of dense thickets automatically suppresses or eliminates the coarser grasses, and so progressively reduces the hazard of fire. Progress is being made in teaching and demonstrating silvicultural treatment for improving the growing stocks.

In the management of the village forest areas a probable future change in village needs will have to be anticipated. Whereas at present only poles are required for constructional purposes, a demand for better houses, and for carts, etc., will in time develop and sawn timber will be needed; and this will necessitate a considerable lengthening of the rotation for the forest areas.

The growing scarcity, in districts where water transport is common, of trees suitable for making canoes, led to the introduction in 1936 of a scheme whereby the Native Authorities concerned make quinquennial counts of the suitable trees in their areas, and thereafter fix an annual quota of such trees which may be felled. To ensure complete control, all canoes are registered and marked.

Estate plantations of exotic trees (mainly *Eucalyptus* species) have generally been disappointing except as regards the supply of poles and firewood. In converting eucalyptus trees to sawn timber, loss by splitting and warping is very high and invariably exceeds 80 per cent. of the round volume even when some air-seasoning and other precautions have been taken. Whether such wastage could be much reduced by means of kiln-seasoning is doubtful; in any case the area of eucalyptus plantation

on most estates is too small to justify the cost of an up-to-date seasoning-kiln. Trials on estates, of species other than eucalyptus are being advocated by Government.

Advice on forestry matters was given to the public whenever it was asked for, and in a few cases visits to private estates were made by forest officers in an advisory capacity. Lectures were given by forest officers at the Jeanes' Training Centre and elsewhere; a paper on "Land Use", written by the Conservator of Forests, was published in Chinyanja and widely distributed to educational institutions and Government Departments. Contributions on the subject of forestry and land matters were made to the local native newspaper. Forestry exhibits were staked at agricultural shows at Limbe and Lilongwe. Tree seeds and nursery plants were issued free to natives, and on payment to non-natives.

Revisional courses for African foresters were held as usual; forest policy and all branches of the work were reviewed, and new developments were fully discussed. Much of the practical work was linked up with that of previous years' courses, so that the foresters were able to appreciate the progressive and contrasting results of different silvicultural systems. At both courses stress was laid on the need for plans of rural development, and on the future duties of the forest staff in reciprocal work with the Department of Agriculture. The Soil Erosion Officer held a special course of instruction for the new Soil Erosion Rangers.

It is a part of the Government policy that land conservation programmes are to be a most important part of the duties of officers of the Agricultural, Forestry and Veterinary Departments, whether or not the immediate task is one which would formerly have been considered outside the range of responsibility of the department of the officer concerned. The statement of policy repeats Sir Frank Stockdale's dictum: "In any district the District Officer should be the estate agent, with the technical officers' experience and assistance to help him in his work. His first consideration should be the prosperity of the people, the proper use of their land, and the welfare of their stock." A standard minimum programme of soil conservation work, which District Officers are required to initiate in all parts of the Protectorate, has been published. A rapid extension of reciprocity between departments is probable in relation to this programme, and in some areas a practical beginning has already been made.

Much of the year's work of the soil erosion branch consisted of a survey of the causes of erosion in a number of specific regions. Study was made of the means necessary to control erosion and, in some localities, a small amount of field work was carried out to determine not only the technical efficiency

of control, but also the reaction of the people to suggested remedies. As a result of these studies there is reason for considerable optimism as regards the control, by simple measures, of erosion in cultivated lands. There can be no rapid solution of difficulties where the prime cause of erosion is grazing.

LIVESTOCK.

The year 1938 was a profitable one so far as native livestock was concerned. The outbreak of East Coast fever in the Southern Province was completely eradicated, and restrictions were removed. Repairs to the railway bridge over the Shire River restored communications with the North, and it was again possible to bring down cattle for slaughter in the Southern Province. By the end of the year natives had become familiar with the transport of cattle by rail and the system is now firmly established.

In the North Nyasa district, where during the previous year trypanosomiasis had necessitated the prohibition of all cattle movements, the disease was eradicated by treatment and quarantine measures; and by September conditions were normal, and the cattle trade with Tanganyika was renewed.

During the first half of the year the Veterinary Officer in charge of native and stock farms in the Mzimba district was absent from the Protectorate, and no relief was available. The officer returned in June; and from that time onwards considerable progress was made with the manufacture of ghee, the final output being more than twice that of 1937. The demonstration stock farm so much impressed the natives, that requests for similar institutions were received from all over the district; it was not found possible, however, to start more than one additional farm.

Although little progress was made during the year in the curing and export of hides, there were signs that considerable improvement in this direction may be hoped for in the near future.

The native milk trade maintained the progress made in the previous year.

A considerable number of horses was imported. In previous years horses have been used principally for equitation; but during 1938 one firm at least imported horses for farm work. The experiment has proved successful.

Horse sickness was not widely prevalent, though some cases, which proved fatal, occurred. It is confidently expected that the local and recently-discovered "Blantyre virus" will be

included in the next consignment of vaccine, when deaths from horse-sickness should be very considerably reduced.

Minerals.

The following minerals are known to occur in the Protectorate:—Gold, in small amounts in the Lisungwe Valley, Blantyre district; bauxite, in the Mlanje Mountains; iron-ores, ilmenite and rutile in the Port Herald hills; corundum and zircon at Tambani Hill, Central Shire district; asbestos, kyanite, and iron-ore in the Ncheu district; iron-manganese ore on Chilwa Island; graphite and mica in the Dowa and Ncheu districts; massive garnet in the South Nyasa district; galena in the Dowa district; coal in the Lower Shire and North Nyasa districts; and cement materials at Lake Malombe and in the North Nyasa district. Mica and graphite were worked during the European War and shortly afterwards, and gold is worked from time to time on a small scale. The Ncheu kyanite deposits were examined during 1938 by a mining company, with a view to their exploitation; and the examination of the Mlanje bauxite deposits by another mining company was still in progress at the end of the year.

Aided by a grant from the Colonial Development Fund, an investigation of the mineral resources of the country is in progress. During the year the staff examined parts of the Lower Shire, Central Shire, West Nyasa and Mzimba districts.

The British South Africa Company continued the geological and mineralogical examination of the areas over which it holds the mineral rights.

Water Supply.

The activities of the Geological Survey Department were devoted in part during 1938 to the continued improvement and extension of village water supplies with the aid of grants from the Colonial Development Fund.

By the end of the year, 457 wells and bore-holes had been constructed, giving a minimum daily yield of 2,448,029 gallons and serving a population of at least 93,000 natives and non-natives. By their construction about 725 square miles of unoccupied or sparsely populated country have been opened up for further settlement.

These water supply activities, which it is proposed to continue until 1940, were carried out in the Lake Shore area of the South Nyasa district, and in the highlands in the Dowa and Lilongwe districts. They greatly stimulated agricultural production in these areas and thus materially assisted in the economic development of the country. Moreover, by providing

new land for native settlement, they relieved congestion in a number of overcrowded areas. Many wells and bore-holes were provided for native hospitals, dispensaries, markets and rest-houses.

VII.—COMMERCE.

Since Nyasaland is primarily an agricultural country, its prosperity and the volume of its trade are chiefly dependent upon the yields and market prices of its exportable products. These products, of which the most important are tea, tobacco, cotton, and sisal, are sold principally in Great Britain, though in the cases of tobacco and cotton there has of recent years been a marked increase in trade with other countries.

The tobacco crop was adversely affected by climatic conditions and decreased by 7·4 per cent.; but the loss in quantity suffered by producers was more than offset by the better prices paid as a result of the new auction system of marketing. Both tea and cotton showed increased yields of 15·9 per cent. and 48 per cent. respectively. Besides these staple products larger harvests of soya beans, rice and groundnuts combined to produce a record total weight of domestic produce exports.

The value of imports increased by £76,867 (10·72 per cent.). Of this sum Great Britain obtained £57,051, representing 74·2 per cent. of the increase, and her share of Nyasaland's total imports advanced from 40·8 per cent. in 1937, to 44·1 per cent. in 1938. Imports from Japan increased from £207,349 in 1937, to £225,060 in 1938, owing to a general expansion of trade and to the fact that merchants took advantage of falling market prices to lay in stocks far in excess of their normal requirements.

With the improvement in the average prices paid for flue-cured tobacco, European producers contributed to the general prosperity; and larger importations of machinery, iron and steel, and wines and spirits were recorded. Although there was a decrease in the actual number of motor cars and motor lorries imported, sales from local stocks increased.

An expansion of bazaar trade indicated an increase in the spending capacity of the native. The actual prices paid for cotton were lower than in the previous year, but the quantity produced was considerably greater, and the total of payments made showed an increase. The current year's cash disbursements were further augmented by monies brought back by natives repatriated from South Africa and Southern Rhodesia, together with remittances sent home by emigrants working in those territories.

The total number of bicycles imported during the year amounted to 8,232, which represents an increase of 66.7 per cent. While this improvement may be principally attributed to large importations by repatriated natives, it is also due partly to the additional earnings of native producers. Further evidence of native prosperity lies both in the greater demand for articles of a semi-luxurious nature such as second-hand clothing, beads, crockery, and umbrellas, and also the proportionate increase in the importation of piece goods of durable quality.

Cotton piece goods represented 24.2 per cent. of trade imports and maintained their position as the largest class of merchandise imported. Japanese manufactures, with 93.75 per cent. of the total quantity, maintained their lead in this market. Similar imports from the United Kingdom declined by 1.76 per cent. to 4.34 per cent., probably because British manufactures are unable to compete economically with the cheaper and popular piece goods manufactured in Japan.

Nyasaland, being within the region covered by the Congo Basin Treaties and the Convention of St. Germain-en-Laye, 1919, may not grant preferential treatment to any country, and its Customs tariff applies equally to imports from all nations.

Total values of imports, domestic exports and re-exports for the last five years:—

<i>Year.</i>			<i>Imports.</i>	<i>Domestic Exports.</i>	<i>Re-exports.</i>
			£	£	£
1934	...	...	518,146	753,369	18,621
1935	...	...	628,499	736,312	18,512
1936	...	...	673,528	796,627	9,457
1937	...	...	746,575	887,058	14,867
1938	...	...	833,324	959,810	14,919

Percentage of total value of imports (including Government) from the Empire and foreign countries and principal supply countries for the last five years:—

Year.	Percentage from the Empire.	Percentage from Foreign Countries.	Principal Supplying Countries.	
			Empire.	Foreign.
1934 ...	55·3	44·3	United Kingdom (48·3), India, South Africa, Canada.	Japan (23·8), Germany, U.S.A.
1935 ...	50·6	49·4	United Kingdom (44·5), India, South Africa, Canada.	Japan (29·4), Germany, U.S.A.
1936 ...	53·3	46·7	United Kingdom (46·2), India, South Africa, Canada.	Japan (25·1), Germany, U.S.A.
1937 ...	48·9	51·1	United Kingdom (42·0), India, South Africa, Canada.	Japan (29·0), Germany, U.S.A.
1938 ...	51·6	48·4	United Kingdom (45·7), India, South Africa, Canada.	Japan (28·3), Germany, U.S.A.

Percentage of total value of domestic exports sent to the Empire and foreign countries and principal countries of destination for the last five years:—

Year.	Percentage to the Empire.	Percentage to Foreign Countries.	Principal Countries of Destination.	
			Empire.	Foreign.
1934 ...	97·2	2·8	United Kingdom (94·7), S. Rhodesia.	Belgium.
1935 ...	94·7	5·3	United Kingdom (88·9), S. Rhodesia.	Belgium and Holland.
1936 ...	93·9	6·1	United Kingdom (91·3), S. Rhodesia.	Belgium and Germany.
1937 ...	94·7	5·3	United Kingdom (91·2), S. Rhodesia.	Belgium, Holland and Netherlands East Indies.
1938 ...	94·0	6·0	United Kingdom (90·6), S. Rhodesia.	Poland and Portugal, Belgium and Portugal.

Quantities and values of principal imports (including Government) for the years 1937 and 1938, indicating the principal source of supply:—

Articles.	Unit of Quantity.	1937.		1938.		Principal sources of supply.
		Quantity.	Value.	Quantity.	Value.	
Provisions, preserved, tinned or bottled, fruits, meat, fish, etc.	Cwt.	3,887	£ 13,520	5,467	£ 17,236	United Kingdom.
Spirits	Pf. and Imp. gallons.	6,596	10,142	7,110	11,106	United Kingdom.
Iron and steel manufactures.	Cwt.	27,527	44,294	34,269	60,242	United Kingdom, Germany, Japan.
Machinery and implements.	Cwt.	13,271	45,795	16,901	59,272	United Kingdom, Germany, U.S.A.
Cotton piece goods...	Lin. yards.	11,901,891	173,985	12,812,164	193,238	United Kingdom, Japan (93·75 per cent.), Germany.
Blankets	Number	89,024	8,373	119,298	10,888	Belgium, Germany, Czechoslovakia, Japan.
Shirts and singlets...	Doz.	25,501	11,691	36,454	12,780	Japan, United Kingdom.
Motor spirit	Gal.	551,196	41,902	383,364	42,115	Iran, Netherlands, East Indies, U.S.A.
Vehicles and parts...	—	—	81,634	—	97,022	United Kingdom, Canada, U.S.A.
Fertilizers	Tons	2,255	21,662	2,270	22,434	United Kingdom, Holland.

Quantities and values of principal domestic exports and re-exports for the years 1937 and 1938:—

Articles.	Unit of Quantity.	1937.		1938.	
		Quantity.	Value.	Quantity.	Value.
			£		£
(a) Domestic Exports :—					
Maize and maize flour	lb.	1,171,005	1,307	161,041	180
Tobacco	"	14,536,933	423,994	13,463,463	392,683
Tea	"	8,816,788	326,038	10,218,821	448,477
Cotton	"	4,628,821	105,721	6,853,894	99,953
Cotton seed	"	2,004,734	2,439	1,512,883	1,688
Fibre (sisal)	"	1,968,345	12,900	293,953	1,575
(b) Re-exports :—					
Cotton manufactures	"	29,609	2,403	32,637	2,358
Iron and Steel manufactures ...	"	504,084	1,223	684,354	1,890
Vehicles and parts	"	19,158	1,631	29,452	2,964

Particulars of the imports and exports of coin for the last five years:—

Year.	Gold.	Silver.	Bronze and Nickel.	Total.
	£	£	£	£
(a) Imports :—				
1934	—	1,398	—	1,398
1935	—	26,446	1,800	28,246
1936	—	116,211	4,350	120,561
1937	—	115,242	1,650	116,892
1938	—	—	500	500
(b) Exports :—				
1934	10,870	4,350	18	15,238
1935	3,356	11,582	4	14,942
1936	1,960	9,622	3	11,585
1937	1,118	13,585	37	14,740
1938	592	27,261	93	27,946

Customs.

Duties under the Customs Ordinance, 1906, were distributed during 1938 as under:—

Import Duty:—

Table 1.—Specified duty on motor vehicles: matches, cement, wines and spirits, soap, ales, beers, tobacco, umbrellas, cotton piece goods, etc.

Table 2.—33 per cent. ad valorem on second-hand clothing and perfumed spirits.

Table 3.—28 per cent. on luxury articles, e.g., firearms, jewellery, silks, etc.

Table 4.—13 per cent. ad valorem on necessities and articles of common use, e.g., provisions, etc.

Table 5.—20 per cent. ad valorem on articles not otherwise specifically charged under other tables.

Table 6.—3 per cent. ad valorem on articles of an industrial nature, e.g., machinery, packing materials, etc.

Publicity and Tourist Traffic.

The Publicity Committee is appointed by the Governor and consists of an official Director and eight voluntary unofficial members.

The sum normally voted for publicity purposes is £800 a year; but this has proved inadequate for anything but the most elementary schemes of advertising. An attractive Publicity Bureau has now been erected at Blantyre, and it is hoped that it may become possible to appoint a whole-time Publicity Officer.

The outstanding feature of the year's tourist campaign has been closer co-operation with neighbouring territories, particularly Southern and Northern Rhodesia, as a result of which overlapping of publicity measures will be avoided and each country will benefit from the attractions of its neighbours.

The Bureau is now provided with comprehensive literature for free distribution to intending visitors. During the year an additional illustrated folder was published for mass distribution at tourist agencies, shipping and railway offices, exhibitions, etc., and arrangements were made for the issue of photographic publicity postcards early in 1939.

An increasing number of inquiries and requests for literature and maps was received and dealt with during the year. Other activities included the publication of illustrated articles in the South African, Southern Rhodesian and Beira newspapers, and in the "South African" annual. A standing advertisement was also inserted in "East Africa and Rhodesia".

The Rest Houses provided by Government at Kasungu, Mzimba, Njakwa and Fort Hill on the Great North Road continued to prove very useful and were much appreciated by visitors. It is intended to improve these houses considerably during 1939. Various schemes are also under consideration for improving the accommodation at hotels on the Lake Shore and in the more northerly parts of the Protectorate.

The number of European visitors to Nyasaland during the last five years is as follows:—

1934	...	...	...	...	1,537
1935	...	...	...	...	1,929
1936	...	...	...	...	1,624
1937	...	...	...	...	2,026
1938	...	...	...	...	2,298

VIII.—LABOUR.

The 1938 population survey afforded figures to show that, of the 424,000 adult males who were fit to work for wages, approximately 113,500 were at work in other territories, while 156,000 were earning their living in Nyasaland by or in connection with the production of economic crops. The remaining balance of 154,000 is more than sufficient to meet internal labour requirements, which may be put at approximately 63,500 men.

Generally speaking, labour is plentiful; though in certain areas, such as the heavily cultivated tea region, a shortage of labour is sometimes experienced, particularly in the plucking and curing seasons. There are no mines in Nyasaland, and labour is employed chiefly in agriculture; in tea, cotton, tobacco, soap, sisal and rubber factories; by commercial firms, railways and Government Departments; and in domestic service.

European farmers employ practically no contract labour, and depend for their requirements either on resident native tenants or on casual labour. These employees work on a month-to-month basis, and 26 working days entitle them to a month's wages. The "ticket" system, whereby each native employee is issued with a ticket on the day he commences to work, and the 26 working days have to be completed within a total period of 42 days, is in almost universal use.

Employees of commercial firms, factories, railways and Government also work on the month-to-month basis, the definition of a month being "a calendar month" which, except in the case of contracts of service by domestic or personal servants, shall include 26 working days.

All labour, both inside and outside the Protectorate, is subject to the general supervision of the labour branch of the Provincial Administration. The branch at present consists of a Labour Commissioner, who is stationed at Blantyre, and a Labour Officer posted at Salisbury in Southern Rhodesia; while a second Labour Officer is to take up duty at Johannesburg in 1939. The Labour Commissioner is in general control of all labour affairs which affect or may affect the Protectorate, and is the adviser of Government on all matters connected with the well-being of Nyasaland native labour. During the year he attended, as the Nyasaland representative, two meetings of the Standing Committee on Migrant Native Labour, held at Salisbury in March and at Lusaka in August; while he was also present at inter-territorial labour conferences held at Dar es Salaam in April and at Cape Town in September. During August he visited both Johannesburg and Pretoria in connection with labour affairs. The Labour Commissioner works in close liaison with Provincial and District Commissioners and with employers of labour in the Protectorate. In the Northern Province he carried out tours in March and again in June; visits

were made to farms, estates, and factories, and meetings were held with Native Authorities and European planters. General conditions were found to be satisfactory.

In the Southern Province, besides periodic visits similar to those made in the north, the Labour Commissioner acted as Chairman of the Advisory Committee for the engagement of native labour for service outside the Protectorate.

The Nyasaland Labour Officer at Salisbury works directly under the Labour Commissioner, and is primarily concerned with the well-being of all Nyasaland natives working in or passing through Southern Rhodesia. He is able to assist the Rhodesian Government by advice on conditions, native custom, etc., in Nyasaland; and he is the intermediary between the Labour Officer at Blantyre and Rhodesian planters desirous of engaging Nyasaland labour. As regards local conditions, he is assisted by the reports of the six itinerant Compound Inspectors appointed by the Southern Rhodesian Government.

The identification certificates mentioned in the 1937 report have been of use in assessing, and to some extent controlling the flow of Nyasaland labour to other countries. Over 45,000 certificates were issued during the year: of these more than 37,000 were endorsed for passage to Southern Rhodesia, while rather more than 5,000 were made valid for the Union of South Africa.

Of the 113,500 Nyasaland natives believed to be employed in other territories, from 72,000 to 75,000 are working in Southern Rhodesia; 27,000 in the Union of South Africa; 4,000 in Northern Rhodesia; and 7,000 in the Tanganyika Territory. Efforts have been made to encourage natives to go to work under contract; the Witwatersrand Native Labour Association engaged 4,000 during the year, while probably another 3,000 were similarly engaged by firms and estates in Southern Rhodesia. By far the majority of emigrant labourers still prefer, however, to travel under their own arrangements.

Labour legislation passed during the year included the Hours of Employment of Women Ordinance, 1938, the Factories Ordinance, and the Employment of Natives (Amendment) Ordinance, 1938. These Ordinances are referred to in Chapter XIV below. The first is designed to regulate the employment of women during the night; the second is intended to provide for the health and safety of all persons employed in factories; while the third regulates the issue of certificates of identity.

Further legislation, dealing with the employment of women, young persons, and children; minimum wages; compensation for accidents; and the establishment of conciliation machinery for settling or avoiding disputes between employers and their work-people, was the subject of consideration during the year.

Prosecutions for offences against the labour laws numbered 142. There were 136 convictions.

A full account of all matters affecting labour is contained in the annual report of the Labour Branch for 1938.

IX.—WAGES AND COST OF LIVING.

European.

Although there has been for the last five years some slight improvement in economic conditions in Nyasaland, the supply of candidates for unskilled occupations still exceeds the demand. The expansion of certain Government departments has fortunately enabled a number of Europeans to obtain employment; but the number of unemployed remaining in the Protectorate makes it necessary to place some degree of restriction on the immigration of persons who wish to enter the country solely in search of work.

Average wages of Europeans vary from £6 a month, for domestic servants, to £35 and £45 for those employed in agriculture, commerce, and Government service. Average living expenses, for those resident outside townships, are approximately £25 a month for a single man and £37 for a married couple.

Asiatic.

Asiatic wages range from £2 or £3 a month in the case of traders' assistants to £20 a month for those in railway and Government service. Living expenses may be taken as £2 to £3 a month.

African.

Rates of pay for unskilled labour vary from 6s. to 8s. a month in the Northern Province, and from 6s. to 10s. in the Southern Province. Housing, firewood and food or food allowance are provided in addition. Drugs for the treatment of the more common complaints are stocked for free issue by employers, and free treatment is given in Government dispensaries. The more serious cases of illness are sent to the nearest hospital, usually at the expense of the employer. The average day's work for unskilled labour varies from four to eight hours; its length is dependent on whether it is task or time work, and on the energy of the worker himself.

Skilled labour is paid according to qualifications and efficiency, at rates varying from 15s. to 120s. a month.

The rates of pay of the Native Civil Service, which includes artisans as well as clerks, may be said to be similar to those paid by commercial firms, and are as follows:—

Grade III.—£17 per annum by increments not exceeding £2 per annum.

Grade II.—£30 to £45 per annum by increments not exceeding £5 per annum.

Grade I.—£50 to £200 per annum by increments varying from £4 to £12 10s.

The wages paid to domestic servants range from 6s. a month for a pantry or kitchen boy to £2 a month for a cook, plus food allowance.

The marked differences in the mode of life of different sections of the African population make it impossible to furnish any accurate general statement as to the cost of living in their case.

The majority, however, and particularly those in the more highly paid posts, live to the limit of their resources.

The staple food of the country people is a kind of porridge made from maize flour or cassava; this is supplemented by fish and other relishes according to the means and taste of the individual. Villagers can live almost entirely, and extremely cheaply, on the produce of their gardens, while those in townships can feed themselves at a cost of from 3d. to 1s. 6d. per diem according to the standard which they maintain.

X.—EDUCATION AND WELFARE INSTITUTIONS.

The European staff of the Education Department consists of a Director and a clerk at headquarters, two Superintendents of Education who are largely engaged in inspection work and are stationed at the two Provincial Headquarters, and a Principal and four assistant teachers at the Jeanes Training Centre.

With the exception of this Centre, the Government conducts no schools. All schools for Africans, and three out of the four elementary schools for Europeans, are maintained by the Missions. The role of the Department is to advise and co-ordinate.

European Education.

The European population is approximately 1,800; 76 per cent. live in the districts of Blantyre, Zomba, Cholo and Mlanje in the Southern Province, and of Lilongwe in the Northern Province.

Education is not compulsory nor is it free: but it is estimated that 95 per cent. of European children of school age are being educated in schools or through the medium of correspondence courses. In necessitous cases fees, cost of tuition, and boarding are remitted in whole or part.

Cultural and climatic conditions render it unwise to keep children in Nyasaland after the age of 11 years. For this reason the policy of the Government is to provide facilities in the Protectorate for the education of children up to that age, and, when necessary, to assist parents to send their children to schools

outside the country to complete their education. There are four schools in the Protectorate for elementary education. During the year one of these, the private school at Blantyre, was closed, and its place taken by a school conducted by the Church of Scotland Mission. A loan of £2,500 was made by the Government to the Mission to meet the cost of erecting and equipping a block of classrooms and a teacher's house. The loan is to be repaid with interest over a period of years. No boarding accommodation was available at this new school in 1938 but a small hostel will be opened in 1939.

The increasing efficiency of the bursary system is evinced by the fact that, for the first time since schools were opened for European children, there was in 1938 not one child enrolled in the schools above the age of 13 years. More detailed statistics have been obtained than in previous years: they indicate that, on the basis of the standard adopted by Southern Rhodesia, there is very little retardation in the Nyasaland schools. Fifty per cent. of the pupils are in the normal age grade, 33 per cent. are advanced and 17 per cent. retarded. In no case is a child retarded more than one year. This satisfactory state of affairs is due directly to three causes: firstly, that remission of fees has been in operation for six years with the result that the age of entry to the schools is now down to six years; secondly, that owing to the small enrolment at the schools the proportion of teachers to pupils is very high, averaging one to 14; thirdly, that all the teachers, save one, have teaching certificates or diplomas and all have had considerable teaching experience.

Medical inspection has indicated that the standard of health among the school children is very satisfactory.

The tables which are appended give details of enrolment and attendance in the Protectorate schools, and of expenditure on European education:—

A. European Education (Primary).

<i>Management.</i>	<i>Number of schools.</i>	<i>Enrolment of pupils.</i>			<i>Average attendance.</i>	<i>Number of Teachers.</i>	<i>Scale of Fees (tuition only per annum).</i>	<i>Expenditure from management funds (including fees) estimated.</i>	<i>Expenditure by Government.</i>			
		<i>Boys.</i>	<i>Girls.</i>	<i>Total.</i>					<i>Grants.</i>	<i>Adminis- tration.</i>	<i>Bursaries to Southern Rhodesia.</i>	<i>Total.</i>
<i>a. Mission</i> ...	2	41	60	101	88	8	£5 in Kindergarten to £12 12s. in Standards.	£1,600	£1,174	£163	£783	£2,120
<i>b. Private</i> ...	3											

African Education.

All primary schools are maintained by the Missions, and fall into three categories, (a) the village school, (b) the central school, and (c) the station school. The village school course is of four years duration: instruction is given entirely in the vernacular in the three R's, hygiene, history, geography, nature study and handwork. Religious instruction is of course prominent in the time-table. Schools which follow this course and have a certificated teacher are inspected and assisted by Government. In addition to these schools there are large numbers of "bush" or ungraded schools, which in some Missions are really only catechumenical centres though in others they are as efficient as the assisted village schools. The enrolment in these schools represents over 12 per cent. of the total African population and probably 66 per cent. of the children between the ages of five and 15 years. The great majority never complete the four years course, wastage and retardation being very high. But literacy in the vernacular is widely spread. For example, figures supplied by the Commissioner of Police show that during the last three years the percentage of literates among the African recruits enlisted was respectively 55 per cent., 57 per cent. and 68 per cent. Having completed the elementary vernacular course the pupil moves to a central school in which the course lasts for three years: English is introduced as a subject in the first year of this course. All these schools are assisted by Government. The final stage in the primary system is the three years course at the station school where English is the medium of instruction. It is only at such schools that European teachers are found. The tables appended indicate how small is the number who reach the end of the primary course. That number is however adequate to justify the institution of secondary schools, and concrete proposals for the inauguration of such schools have been drawn up and submitted to the Secretary of State.

In the elementary classes the enrolment of girls is almost as high as that of boys; but subsequent wastage and retardation are much higher subsequently than among the boys. One reason is the absence of women teachers, 90 per cent. of the teachers being men. During the past 10 years, increasing attention has been paid to the education of women and girls, and there are now a score of special boarding schools for girls and women, in most of which women teachers are being trained.

Several Missions have technical institutes for the training of African hospital assistants, dressers and dispensers, and of artisans in the building, printing and other trades.

The movement for compulsory education is growing in certain areas: on the whole, Native Authorities are taking a greater

interest in education and are using their influence to improve attendance in the schools. In a number of cases this interest has been aroused by attendance at a special course for Chiefs at the Government Training Centre. An annual course for six Chiefs and their wives is held from May to August. The Centre also conducts courses, lasting two years, for training school supervisors and community workers. The first community workers' courses ended in August, 1938, and the results of this experiment are being watched with great interest.

Management.	Primary Schools.			Vocational Schools.			Number of European Teachers.	Scale of Fees per annum.	Mission Expenditure.*	Government Expenditure.		
	Number of Schools.	Enrolment.		Number of Schools.	Enrolment.					Grants.	Administra- tion and Government Schools.	Total.
		Boys.	Girls.		Boys.	Girls.						
a. Government	1	28	27	1	47	47	5	—	£ —	£ —	£ —	£ s. d.
b. Mission ...	—	—	—	—	—	—	—	—	—	—	—	—
African Church of Christ...	1	62	30	—	—	—	—	—	60 14 6	22 15 0	—	—
African Presbyterian Church	6	305	160	—	—	—	—	—	14 14 6	12 0 0	—	—
African Methodist Epis- copal Church.	2	80	51	—	—	—	—	—	21 0 0	21 0 0	—	—
Churches of Christ Mission	45	1,102	804	1	24	—	2	6d. to 6s.	887 0 0	404 7 0	—	—
Church of Scotland Mission, Blantyre.	280	13,179	4,914	8	115	40	13	3d. to £3	8,604 0 0	1,470 0 0	—	—
Church of Scotland Mission, Livingstonia.	401	18,875	9,075	12	236	66	19	6d. to 50s.	10,786 12 3	1,943 0 0	—	—
Dutch Reformed Church Mission.	1,053	23,574	22,655	3	27	27	10	3d. to 6s.	11,020 12 3	1,529 0 0	—	—
Montfort Marist Mission ...	948	23,185	19,348	3	150	220	39	Nil	7,265 18 0	1,903 0 0	—	—
Nyasa Mission ...	93	2,990	1,262	1	26	—	1	—	1,467 0 0	487 2 6	—	—
Providence Industrial Mis- sion.	11	415	242	—	—	—	—	—	—	—	—	—
South African General Mission.	93	2,445	1,877	—	—	—	2	1d. to 2s. 6d.	816 15 3	32 0 0	—	—
South East African Mission of 7th Day Adventists.	150	5,574	1,998	3	124	4	11	3d. to 8s.	7,329 6 9	998 13 9	—	—
Universities' Mission to Central Africa.	159	4,517	3,108	4	75	57	8	6d. to £1	4,113 19 4	972 0 0	—	—
White Fathers Mission ...	855	20,656	19,337	10	351	266	10	No regular fees.	7,662 16 0	1,109 0 0	—	—
Zambezi Industrial Mission	103	2,641	1,741	1	30	—	6	6d. to 2s.	1,085 9 9	406 16 6	—	—
Miscellaneous	—	—	—	—	—	—	—	—	—	—	—	—
Totals ...	4,171	119,628	86,629	47	1,205	727	126	—	61,135 18 7	11,311 15 0	—	—

* Estimated.

Indian Education.

The Asiatic community numbers some 1,600. The great majority are British Indians almost all of whom are occupied in trade. Over 50 per cent. live in the four townships of Limbe, Blantyre, Zomba and Lilongwe.

It is unfortunate that differences of creed and caste make it impossible for them to co-operate in education.

It is estimated that there are 150 Asiatic children of school age. Less than 50 are enrolled in the two schools at Limbe and Zomba. These schools are inspected and assisted by Government but are poorly supported by the parents. Some 10 coloured children whose parents object to sending them to the African schools are also enrolled in these schools.

General.

During the year the Government decided to appoint two Committees under a single Chairman to survey the educational systems in force and to make recommendations for their improvement. One Committee will carry out the survey in the Southern Province and the other in the Northern Province. The surveys will be made in 1939.

The Report of the Finance Committee, published in 1938, contained the following recommendations on education:—

(a) That further expenditure on primary education for Africans is essential.

(b) That secondary education must be provided for Africans.

(c) That an additional Superintendent of Education should be appointed to permit of more effective supervision of schools.

XI.—COMMUNICATIONS AND TRANSPORT.

Shipping.

Except for the steamers of the British India Line, which maintain a regular mail service, there are no fixed dates of sailings from Beira to England, although the intermediate vessels of the Union-Castle Mail Steamship Company call frequently at Beira.

Prior to the opening of the Trans-Zambezia Railway in 1922, the main means of communication with the sea was by the Shire and Zambezi Rivers to Chinde; but since then river transport has declined and is now restricted to a small traffic, mainly in sugar and salt, between Zambezi ports and Port Herald on the Shire. Water transport is now mainly confined to Lake Nyasa, and this avenue may be expected to become of increasing importance now that the northern extension of the railway has been completed.

For many years the Government Marine Transport Department operated a monthly service of the s.s. *Guendolen* from Fort Johnston, carrying goods and passengers to various ports on the Lake. The round trip took 15 days, and calls were made at a number of small ports, the principal being Domira Bay, Kota Kota, Nkata Bay, Florence Bay, Karonga and Mwaya in Tanganyika.

In 1936 the Nyasaland Railways took over the existing Lake service from Government and inaugurated an auxiliary service, for which purpose a new motor-driven vessel, the m.v. *Mpasa*, was put into commission. This vessel was transported in sections to the Lake shore, where it was erected and successfully launched on the 20th of December, 1935. The deadweight cargo capacity is 250 tons, and sleeping accommodation for four European passengers is provided.

In 1938 the Diesel-engined tug *Nsipa* was put into service. It is hoped that funds for the provision of a new and faster steamer will shortly be available. There are also in commission on the Lake two vessels belonging to the Universities Mission to Central Africa, and one privately-owned steamer.

Efforts are being made to foster the construction, by natives, of clinker-built boats as a substitute for dug-out canoes; but little success has yet been achieved.

Railways.

Communication with the sea is effected by the Nyasaland Railways and the Central Africa Railway running to the north bank of the Zambezi River and the Trans-Zambezia Railway which runs from the south bank to Beira. The river termini of these railways were formerly situated at Chindio and Murraca respectively and were connected between these two points by a steamer ferry. The difficulties and delays in transshipping heavy goods traffic by means of this ferry service were enormous, and in 1930 the project of providing a bridge over the Zambezi River between Sena on the south and Donna Anna on the north bank, about 26 miles upstream from Murraca, was undertaken. On the 1st March, 1935, the first passenger and mail trains crossed the Zambezi Bridge, thus establishing through communication between Nyasaland and the port of Beira and giving Nyasaland reliable and unbroken access to the seaboard. The bridge has a total length of 12,064 feet, or 2.285 miles, and approximately 17,000 tons of steelwork were used in its construction. It is the longest railway bridge in the world.

In 1934 an extension of the Nyasaland Railways from Blantyre to Salima, a distance of 160 miles, was opened for traffic.

Nyasaland now possesses a continuous transportation system extending from her most northerly boundary to the final outlet at Beira, the third most important port in the South African sub-continent.

Of the Nyasaland Railways and Central Africa Railway, 289 miles lie within the Protectorate and 24 miles in Portuguese Territory, while the entire 182 miles of the Trans-Zambezia Railway lie in Portuguese Territory. All these railways are of 2' 6" gauge and are fully equipped for the conveyance of goods and passengers. They are under one combined management locally, and share a common office and management in London.

Nyasaland Railways, Limited, was registered in October, 1930, to acquire the debenture stock and shares of the Shire Highlands Railway, Nyasaland, Limited, which had previously owned and operated the line between Blantyre and Port Herald, and also the greater part of the issued share capital of the Central Africa Railway Company, Limited, which owns the line from Port Herald to Donna Anna on the north bank of the river. The Trans-Zambezia Railway Company, Limited, was registered in 1919 to construct and work in the territory of, and under concession from, the Companhia de Mocambique, 156 miles of railway from Murraca (since extended to Sena, a further 25 miles) on the southern bank of the Zambezi River to Dondo on the Beira Junction Railway, 18 miles from Beira, the Company to have running rights over these 18 miles of Beira line, with terminal and other facilities.

Roads.

The total mileage of main roads, exclusive of those in townships, has been re-classified as follows:—

	Aggregate Length. Miles.
<i>Class I.—Paved surface.</i>	
(a) Full width	4
(b) Tracks or strips	2
<i>Class II.—Improved surface.</i>	
(a) Water-bound macadam ...	112
(b) Gravel, laterite, etc. ...	7
<i>Class III.—Natural surface.</i>	
(a) All-weather	850
(b) Seasonal	877
Total	<hr/> 1,852 <hr/>

In the category "Principal District Roads" are 540 miles, of which 200 miles are normally useable throughout the year and 340 in the dry season only. Other District Roads total 1,392 miles, of which 803 miles are suitable in the dry weather for light lorries and 589 miles for passenger cars only. The total mileage of roads maintained by Government is 3,784.

The road system serves all areas of production not directly served by rail or lake steamer and gives access by motor-car (but in a few cases during the dry season only) to all administrative stations.

The traffic between Nyasaland and neighbouring countries is increasing yearly; the following are the numbers of vehicles recorded as crossing the border:—

Blantyre—Mwanza—Tete—Salisbury (Portuguese East Africa and Southern Rhodesia), 1,135 lorries and 700 cars.

Mlanje—Quelimane and Pebane (Portuguese East Africa), 387 lorries and 1,359 cars.

Lilongwe — Fort Manning — Fort Jameson — Lusaka (Northern Rhodesia), 856 lorries and 712 cars.

Mzimba—Fort Hill—Tunduma—Mbeya and Abercorn (Tanganyika and Northern Rhodesia). Passage of vehicles not recorded.

The first three of the routes mentioned are used throughout the year; while the last route, which is known as "the Great North Road," is now impassable to light traffic only for short periods when heavy rain occurs. This road is of increasing importance as the shortest link between Tanganyika and Southern Rhodesia and it is hoped to enhance its usefulness by the construction of a branch from Fort Hill to the Lake at Karonga.

Air.

Air traffic increased during 1938 to an extent which could not have been anticipated from the comparatively slow progress of previous years. The number of aircraft using the three principal aerodromes of the Protectorate rose from 437 in 1937 to 737 in 1938, the number of passengers from 645 to 1,340, and the weight of mails and goods from 64,500 lb. to 104,205 lb.

This development in the more general use of aircraft may be attributed to the successful operation, without incident, of the regular air services, and to their extension during the year to include a twice weekly service between Chileka, Lilongwe, and Fort Jameson in Northern Rhodesia. It is probable that the provision of a wireless station at Chileka during 1939, and the added security to aircraft and passengers which the presence of this station will afford, will lead to a further increase in the use of these regular air services.

The additional regular service via Lilongwe to Fort Jameson, which began in June, 1938, necessitated the provision of improved aerodrome facilities at Lilongwe. The original aerodrome had the disadvantage of being three miles from the township, and could be reached only by a road which might easily become impassable during the rainy season. A new

aerodrome, a thousand yards square, was therefore constructed within the township area, and was opened for the use of aircraft during the year.

Improvements to other landing grounds were carried out by the provision of corner markings and circles, and by extensions to the area. The construction of three new landing grounds was begun, and it is hoped that these will be ready for use early in 1939.

The activities of the Aero Club of Nyasaland were somewhat curtailed during 1938 owing to the absence on leave of the pilot instructor. The annual training of the old pilots was, however, completed, and three more pilots were trained, before work was discontinued in March. The Club purchased a second aircraft for the training of its pupils, and it is anticipated that with the help of this additional machine, and the return to the country of the instructor, considerable progress will be made in 1939.

Motor Transport.

The following table gives the statistics of Motor Transport in use in Nyasaland during the past ten years:—

Type of Vehicle.	1929.	1930.	1931.	1932.	1933.	1934.	1935.	1936.	1937.
Cars and lorries	1,096	1,267	1,255	1,315	1,263	1,217	1,286	1,331	1,406
Agricultural Tractors.	—	—	—	—	—	—	—	—	14
Trailers ...	98	104	102	103	97	106	93	90	84
Motor bicycles and side-cars.	1,187	1,211	866	908	783	700	630	561	529
Totals.	2,381	1,582	2,223	2,326	2,143	1,923	2,009	1,982	2,033
Percentage increase.	4.1	11.85	—	4.63	—	—	—	—	2.57
Percentage decrease.	—	—	14.17	—	7.88	5.59	.69	1.36	—

Of the 2,055 motor vehicles in Nyasaland, 1,500 are owned by Europeans, 268 by Asiatics, and 287 by Africans. These figures represent a ratio of one vehicle to 1.26, 6.08 and 5,699.66 of the European, Asiatic and African populations respectively, or one to 797.72 of the total population.

The following appear to be the most popular makes of passenger cars registered in the Protectorate during 1938:— Number registered, Standard (27), Hillman (23), Morris (10), Austin (8), Ford (8), Chevrolet (7) and Vauxhall (4). The popular makes of commercial vehicles were: Chevrolet (19), Commer (18), Ford (13), International (9) and Diamond (9).

The box-body type of vehicle is favoured by Government officials who have to travel extensively, and by planters who use their cars for combined pleasure and business purposes.

Transport contractors are in favour of the fast medium diesel lorry with a pay-load of 50-60 cwt. At present there are 32 of this type of vehicle registered, as against 14 for the previous year.

Motor cycles are steadily decreasing in numbers owing to the extended use of light cars. Of the 287 vehicles owned by Africans 80 per cent. are second-hand motor cycles, mostly of an old type.

Posts.

There are forty-five post offices in the Protectorate and one office which transacts telegraph business only. These offices are spread throughout the whole country from Karonga in the north, approximately 18 miles from the Tanganyika border, to Port Herald in the south, 16 miles from the Portuguese border, and are connected by mail services of varying frequency from once daily to once weekly.

Mails are forwarded by air, rail, motor lorry, lake vessel, bicycle and mail carrier. The mail for the most northerly offices is conveyed from the railhead at Salima to Mzimba by lorry, and beyond that point is forwarded by mail carriers. Mails for Ncheu, Mlangeni, Dedza and Mkhoma are off-loaded at Balaka station and conveyed to their destination by motor lorry. Those for other northern offices are conveyed from Blantyre to Salima by rail and thence to Dowa and Lilongwe by motor lorry. A further motor service operates to the border station of Fort Manning and continues thence to Fort Jameson in Northern Rhodesia. The mail carrier services are maintained during all weathers and the carriers are provided with shot guns for protection against wild animals.

From Karonga the carrier service is continued west to Abercorn and Fife in Northern Rhodesia, and north to Tukuyu in Tanganyika Territory. Other branch carrier services connect the lake stations to the main route.

The twice weekly experimental air mail service from Blantyre to Lilongwe and Fort Jameson, which is referred to above, was inaugurated in May, and is operated by the Rhodesian and Nyasaland Airways Limited.

Once every two weeks, letter mails for the lake stations and parcel mails for all stations north of Mzimba are forwarded by rail to Chipoka, on the northern extension of the railway, for transfer to the s.s. *Guendolen* or m.v. *Mpasa*, which, after a round trip of Lake Nyasa, return 15 days later with outgoing mails.

For the purpose of assisting delivery and postings at outlying villages, certain approved village headmen are issued with a mail bag and an imprest of postage stamps to the value of £1. A messenger supplied by the village headman carries mail to and from the nearest post office. This arrangement has proved increasingly useful and popular and is now operating in 57 villages.

Letter mails to and from countries participating in the Empire air mail scheme are despatched and received by air through Chileka air-port, 11 miles from Blantyre. These countries include Great Britain, Southern and Northern Rhodesia, South Africa, Tanganyika, Kenya, India, Malaya, Canada, Newfoundland, Australia and New Zealand. The Rhodesian and Nyasaland Airways, Limited, operate a feeder service twice weekly through Salisbury to connect with Imperial Airways' main route at Beira. The twice weekly letter mail to and from England, taking approximately a week in each direction, is a great boon to Nyasaland.

Surface mails are despatched to and received from South Africa, Southern and Northern Rhodesia and Portuguese East Africa by rail twice a week. Overseas surface mails are despatched and received once weekly and are conveyed by rail to and from Capetown, via Beira and Salisbury, and by Union Castle steamer between Capetown and Southampton. The time taken from Blantyre to Southampton is 22 days, and in the reverse direction $21\frac{1}{4}$ days. Overseas parcel mails are mailed to and from Beira and carried by steamer between that port and London. The time occupied in transit is approximately 41 days.

Surface mails circulating to and from external countries are dealt with by the travelling post office which operates between Blantyre and Sena (Portuguese East Africa) twice weekly in both directions.

Telegraphs.

The main telegraph system was originally constructed by the African Transcontinental Telegraph Company. Cecil Rhodes, who was the driving force behind the company, conceived the idea of linking up by telegraph the distant countries under British control north of the Zambezi, with a view to the establishment of an all-British telegraph route from the Cape to Cairo. He thus hoped to secure an alternative route between South Africa and Great Britain which should be cheaper than that provided by the submarine cable from Capetown, by which the charge was at that time 11s. a word.

The line was built in 1896 from Salisbury via Tete in Portuguese territory to Blantyre. From Blantyre the construction proceeded northwards along the Lake shore to Karonga in the extreme north of the Protectorate, where it branches north-west to Fife and Abercorn and, crossing the then German East

Africa border, proceeded northwards through Bismarcksburg (now Kasanga) to Ujiji on the eastern shore of Lake Tanganyika. Ujiji was reached in 1902, the year in which Cecil Rhodes died, and with his death the construction ceased. The dream of linking up the south with the north by telegraph never matured.

A branch line was also constructed by the African Trans-continental Telegraph Company from Domira Bay to Fort Jameson where a telegraph office was opened in 1898.

In 1936 the continued rise of Lake Nyasa inundated the office at Domira Bay and the junction point for Fort Jameson was moved to Salima.

In 1925 the Company went into liquidation and its immovable assets, represented by over 1,000 miles of well-built telegraph line and numerous telegraph offices in Nyasaland, Northern Rhodesia and Tanganyika, were taken over by the respective Governments at a purchase price of £12,500, the Nyasaland share being £10,750. The section running through Portuguese territory was purchased for £2,000, the Nyasaland and Southern Rhodesia Governments sharing the cost on the basis of line mileage on each side of the Zambezi.

Since that date new lines have been built by Government and additional offices opened, the total number of the latter now being 27, excluding 17 public telegraph offices which are operated by Nyasaland Railways, Limited.

Fortunately the level of Lake Nyasa did not continue to rise in 1938, and no additional deviations of the northern telegraph line were necessary. The floods had, however, necessitated the deviation of a long stretch of line between Liwonde and Fort Johnston.

Overseas telegraph traffic is sent via the Cable and Wireless beam station at Salisbury. A cheap flat rate for Empire cablegrams was introduced in April 1938. The full rate is 1s. 3d. a word to and from any part of the Empire.

Telephones.

There are in the Protectorate nine post office telephone exchanges, and three railway and eighteen post office public call offices, providing telephonic intercommunication between all important centres south of the Lake. The total number of telephones in use is now 348.

Wireless.

There are no wireless transmitting stations operating in the Protectorate, either for commercial or broadcasting purposes.

The number of wireless receiving sets used by private persons increased by 5. Of the 281 sets at present in use 193 are of British make, 56 American, 24 Dutch and the remainder the product of various other countries.

XII.—PUBLIC WORKS.

The actual recorded expenditure of the Public Works Department, compared with that of the previous year, was as follows:—

	1937.	1938.
	£	£
Public Works Department	14,173	23,281
Public Works Recurrent	15,315	15,640
Public Works Extraordinary	16,364*	12,887
Loan Expenditure (Roads)	9,309	5,504
Colonial Development Fund	355	309
	<hr/> £65,518	<hr/> £57,621

* Includes £5,404 charged to Colonial Development Fund in previous years and transferred in 1937.

The design, construction and maintenance of all public works, with the exception of municipal undertakings in Blantyre and Limbe and of village water-supplies controlled by the Geological Survey Department, are in charge of the Public Works Department, with headquarters at Zomba where the main offices, workshops and stores are situated.

For executive purposes two divisions, the Southern and Central, are established under Executive Engineers with headquarters at Blantyre and Dedza respectively. The Northern area is in charge of an Assistant Engineer at Mzimba, and the South Nyasa area is under the direct control of headquarters.

The upkeep of district roads, which aggregate 1,392 miles in length, is undertaken by the District Administration with funds allocated by the Public Works Department. The mileage of roads maintained by the Department itself amounts to 2,392: in 1938 the cost of maintenance of the road system, totalling 3,784 miles, was £9,859, representing an average expenditure of £2 12s. od. per mile.

The transfer of responsibility for the upkeep of certain district roads to Native Authorities is gradually being extended as their capacity to bear this responsibility develops. The districts in which such transfer has been effected to a certain extent now include Zomba, Chinteché and Mzimba.

Expenditure on the maintenance and improvement of buildings amounted to £3,510, representing 1.48 per cent. of their total capital value.

Considerable progress was made in the improvement of the older quarters and offices, in conformity with modern standards; but far more remains to be done in this direction than can be financed from the ordinary maintenance vote. Besides roads and buildings the Public Works Department maintains pipe-borne water-supplies at Zomba, Lilongwe and Mlanje, and various wells at other stations. It also operates on a profitable basis the hydro-electric undertaking in Zomba which in 1938 showed an excess of revenue over expenditure of £159. The capacity of both the water and electricity supplies in Zomba has been over-taxed, particularly during the dry season, owing chiefly to developments connected with native services; and the time has come for substantial expansion to meet present and future requirements. An increase in the official scale of Government furniture caused a glut of work in the carpenters' shop; and to augment supplies, orders had to be placed with the Scottish Mission, Blantyre.

A number of capital works were executed during the year. In Blantyre, new offices were built for the Provincial Commissioner and Labour Commissioner; two houses were purchased for Government quarters and were thoroughly re-conditioned, and a Publicity office was built.

New Administration offices were completed at Mlanje early in the year. These are the first new district offices to be built for many years, and with the new court-house adjoining, show a greatly improved standard of design and construction.

In Zomba, the sanitation scheme as originally approved was completed by the erection of several public latrines. The addition of an upper storey to one of the main blocks of cells at the Central Prison was completed; this provides accommodation for about 100 prisoners. The construction of a mental hospital for Natives near the Central Asylum and of a training centre for native medical staff was begun. Additional quarters for Government employees were built in the native location.

At Lilongwe the extension and improvement of the Post Office was completed, and the European Hospital, towards the cost of which £1,000 was contributed by the local community, had been roofed by the end of the year.

Many capital improvements were effected on the main road system, notably the completion, under difficult conditions, of the new Murchison bridge across the Shire River on the road from Blantyre to the North. The replacement of temporary bridges and culverts on the Great North Road, connecting at Tunduma with the road system of Tanganyika and Northern Rhodesia, proceeded; and this road is now passable throughout the year except for short periods following heavy rainfall.

The metalling of roads in the tea growing area of Cholo was continued; and in the neighbouring district of Mlanje various improvements were made with the object of assisting this important industry.

XIII.—JUSTICE, POLICE AND PRISONS.

Justice.

The Courts of the Protectorate consist of the High Court, with jurisdiction over all persons and over all matters in the Protectorate, and courts subordinate thereto. There are also native courts, which are supervised by the Provincial Commissioners.

Subordinate courts are nominally of the first, second and third class with differentiated powers of trial of natives and non-natives, the trial of non-natives in certain matters being reserved to courts of the first and second classes.

There is at present no court of the first class, for Provincial Commissioners do not hold warrants as Magistrates, and the court of the first class in Blantyre, which used to be presided over by a Town Magistrate, no longer sits. The second and third class courts are presided over by the District and Assistant District Commissioners of each district.

The Criminal Procedure Code confers on first and second class courts a limited jurisdiction over Europeans and Non-Natives, the sentences which may be imposed upon these two classes by a court of the second class being limited to six months. The graver crimes are tried by the High Court after a preliminary inquiry before a court of the second or third class.

Subordinate courts of the first and second class may try natives for any offence under the Penal Code or any other law, other than treason, misprision of treason, murder, and manslaughter; but any sentence of more than six months' imprisonment is subject to confirmation by the High Court. Subordinate courts have the power to commit serious cases for trial to the High Court.

In recent years the majority of charges of murder and manslaughter have been tried by the High Court after a preliminary magisterial inquiry. The previous procedure which, under Section 202 of the Criminal Procedure Code, enabled subordinate courts to try such charges subject to confirmation of the finding by the High Court, has now been abolished. All charges of murder and manslaughter are now committed for trial before the High Court.

In civil matters, courts of the first, second and third class have jurisdiction over Europeans and Asiatics in all matters in which the amount or value in dispute does not exceed £100, £50 or £25

respectively. " Courts of the first and second class may subject to the provisions of article 20 of the British Central Africa Order in Council, 1902, try any native civil case and courts of the third class may subject as above and subject to the provisions of Section 13 (of the Courts Ordinance—Cap. 3 R.L.N.) try any such case ". Section 13 reserves certain cases " of such importance as not to fall under the head of mere district discipline " to courts of the first or second class or the High Court, unless the Governor shall otherwise direct.

Native courts were established in 1933 to exercise over natives such jurisdiction as the Governor may by warrant under his hand authorize a Provincial Commissioner by his warrant to confer upon the court. Certain territorial limits are set by the Ordinance and certain subjects are reserved to other courts. For offences against native law and custom they may impose a fine or may order imprisonment or corporal punishment " or may inflict any punishment authorized by native law or custom, provided that such punishment is not repugnant to natural justice and humanity, and that the fine or other punishment shall in no case be excessive but shall always be proportioned to the nature and circumstances of the case ".

The High Court may call for the records of all Courts subordinate to itself, to satisfy itself as to the legality and propriety of the proceedings and sentence.

Records of the Native Courts are similarly dealt with by District Commissioners.

Appeals from subordinate courts in civil and criminal matters lie to the High Court.

Appeals from Native Courts lie to the District Commissioners, Provincial Commissioners and ultimately to the Judge of the High Court.

Appeals from the High Court in civil and criminal matters lie to the Court of Appeal for Eastern Africa.

The Judge arranges Circuits at convenient times, and so far as is possible fixes the venue in or near the District in which the alleged crime has been committed. He also inspects the court books and files of subordinate courts. He is *ex officio* Visiting Justice of the central and district prisons of the Protectorate.

Police.

The Nyasaland Police Force was reorganized in 1920, and the present establishment consists of nine Officers, two Inspectors, three Assistant Inspectors, three Asian Sub-Inspectors and 499 African ranks.

Although it is essentially a civil Force, all the rank and file are armed with S.M.L.E. rifles and in case of war the Force is liable to be called upon to serve with regular troops.

The Headquarters in Zomba comprise of a Training Depot, a Criminal Investigation Department, a Finger Print Bureau, an Immigration Department, a Passport Office and a Central Registry of Motor Vehicles.

Owing to the limited staff, European police officers are in charge of units in only the more settled areas. During the year, an officer was posted for the first time to the Northern Province, and was stationed at Lilongwe. In other areas the District Commissioners are in command of the Police units in their respective districts.

In areas where police officers are in charge, statistics of crime are recorded in detail. During 1938 the number of cases dealt with by the police in such areas was 3,421 as against 2,961 in the previous year, an increase of 460. Offences against the person numbered 295 or 8·62 per cent. of the total number of cases reported, while offences against property were 1,197 or 34·98 per cent.

Property reported stolen was valued at £1,900 os. 5d.; of this, property to the value of £555 12s. 1½d. or 19·1 per cent., was recovered.

The number of true cases of murder was 16 as against ten during the previous year.

Prisons.

The established prisons comprise a Central Prison at Zomba, 19 district prisons situated at the headquarters of the administrative districts, a district prison at Limbe and temporary prisons at Chileka Aerodrome in the Blantyre district, at Mkulas in the Upper Shire district and at Mlanje and Cholo. All prisons are under the general control of the Chief Inspector of Prisons who is also Commissioner of Police.

The Central Prison is for the reception of Europeans, Asiatics, long-sentence Africans, coloured persons and recidivists.

Accommodation at the Central Prison for non-Europeans consists of two blocks. One block contains 28 association wards, 12 to accommodate six prisoners each and the remaining 16 eight each. The second block contains 66 single cells, four association cells with a capacity for eight prisoners each and six association wards each of which will accommodate six persons.

Asiatics and coloured persons are accommodated in the single cells.

Within the main walls of the Central Prison are the hospital and some of the workshops. The hospital contains two large wards and a smaller one for serious cases.

A large building contains the shops, in which are employed tailors, leather workers, weavers, mat-makers and tinsmiths. The carpenters' shop is outside the main walls, as are also wards for lepers, for those suffering from venereal and other dangerous diseases, and for the observation of new arrivals.

The female prison is entirely separate and contains one ward and four single cells. This section has a large exercise yard and is surrounded by a wall. Female prisoners are usually employed on garden work.

The European section is also separate and contains five rooms, a store and a bathroom, all surrounded by a large exercise yard.

Recidivists are kept apart from first offenders while young prisoners are separated from the older ones. The younger prisoners are housed in association in "A" block and work apart from the others. Prisoners who have to serve a sentence long enough to make it possible to teach them a trade are put into the workshops. Numbers of prisoners who have been of exemplary character and have proved trustworthy have, on release, been given letters of recommendation by the Superintendent. Many of them have thus been able easily to obtain work as artisans, bricklayers, etc.

During 1938 the value of labour given to various Government Departments amounted to £1,718 5s. 9d.

The numbers of admissions during 1938 compared with those for 1937 were:—

	1937.	1938.
European males	2	—
Asiatic males	1	2
Coloured males	2	3
African males	255	231
African females	2	3
	<hr/>	<hr/>
	262	239

The average daily number of prisoners in the Central Prison during 1938 was 309.36 compared with 329.50 during 1937.

The general health of the prisoners was excellent. The number of admissions to hospital during 1938 was 169 compared with 221 in 1937. The daily average on the sick list was 15.06. The majority of those who were admitted to hospital were new arrivals suffering from venereal and intestinal diseases. Only two deaths occurred during the year, one from pellagra and the other from acute dilation of the stomach. The death rate per thousand of the total prison population was 3.46. Two executions were carried out.

Frequent services were held for the benefit of those prisoners professing Christianity.

District prisons of the older type mostly consist of association wards, but all new prisons are being built on modern lines and to a standard plan. District prisons are under the supervision of Administrative or Police Officers; and the African staff consists of either African warders or police constables.

XIV.—LEGISLATION.

The following is a résumé of the more important legislation enacted during the year 1938:—

No. 2. The Post Office (Amendment) Ordinance, 1938.

No. 3. The Stamp (Amendment) Ordinance, 1938.

These two Ordinances are designed to enable the Governor to demonetise old issues of postage and revenue stamps respectively.

No. 5. The King's African Rifles (Amendment) Ordinance, 1938, limits the power of awarding corporal punishment to courts-martial.

No. 14. The Marketing of Native Produce Ordinance, 1938, is designed to control and assist the marketing of native produce, and will be brought into force at some future date when circumstances warrant its introduction.

No. 15. The Licensing (Amendment) Ordinance, 1938, is designed to ensure as far as possible uniformity of policy in the granting of licences, and to prevent overtrading.

No. 18. The Criminal Procedure Code (Amendment) Ordinance, 1938, provides for the trial of murder and manslaughter cases by the High Court.

No. 20. The Factories Ordinance, 1938, is a measure for the protection of employees in factories.

No. 21. The Police (Amendment) Ordinance.

No. 22. The Prisons (Amendment) Ordinance, 1938.

No. 23. The Asylums (Amendment) Ordinance, 1938. The primary object of these three Ordinances is to provide for the payment, to dependents of members who die in the service, of such gratuity as the member had already earned by reason of service, or would have received if he had retired on account of ill health.

No. 24. The Dogs (Amendment) Ordinance, 1938, provides for the more effective control of native owned dogs, as a measure to guard against the spread of rabies in the Protectorate.

No. 26. The Motor Traffic (Amendment) Ordinance, 1938, provides for the compulsory insurance of motorists against third party risks. It will be observed that by the new section 161 provided that before the Ordinance is brought into operation, the Governor must be satisfied that it will cause no hardship to motorists.

No. 27. The Employment of Natives (Amendment) Ordinance, 1938, provides for the issue of certificates of identity to all natives who desire to leave the Protectorate.

XV.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

Banking.

The Standard Bank of South Africa, Limited, maintains branches at Blantyre, Limbe, Lilongwe and Zomba, while Barclays Bank (Dominion, Colonial and Overseas) has branches at Blantyre and Limbe.

The Post Office Savings Bank conducts business at the 23 more important offices. There was a further increase in the number of native depositors from 2,246 to 2,631. The total number of open accounts rose from 1,738 in 1937 to 3,185 in 1938, while the total amount on deposit advanced from £51,680 to £57,589.

Currency.

English gold, silver and copper coins are legal tender in the Protectorate. The gold standard was abandoned with effect from the 12th October, 1931, and the English sovereign is now at a premium of 13s. 6d. Bank notes issued by the Standard Bank of South Africa, Limited, and Barclays Bank (Dominion, Colonial and Overseas) in the territory of Southern Rhodesia are legal tender in Nyasaland. Silver coins of the denominations half-crown, florin, shilling, sixpence and threepence and cupronickel coins issued by the Government of Southern Rhodesia are current in the Protectorate and are legal tender for any amount not exceeding £2.

Weights and Measures.

Imperial weights and measures are in standard use throughout the Protectorate.

XVI.—PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.

The revenue and expenditure for the past three years was as follows:—

						<i>Revenue</i>	<i>Expenditure</i>
						£	£
1936	...	...	...	...	...	798,426	754,217
1937	...	...	...	...	...	1,029,933	1,002,548
1938	...	...	...	...	...	842,626	810,261

Loans in aid of the Trans-Zambezia Railway Annuities, and grants from the Colonial Development Fund are included under revenue, while under expenditure are also included disbursements in respect of the same services.

Public Debt.

The public debt of the Protectorate on 31st December, 1938, amounted to £5,373,820 made up as follows:—

	£
Redemption of Railway Subsidy Lands	110,407
East Africa Protectorates Loan, 1915-1920	34,876
Trans-Zambezia Railway Guarantee and Annuities	1,658,537
Nyasaland 4½ per cent. Guaranteed Loan	2,000,000
Nyasaland 3 per cent. Guaranteed Loan	1,570,000
Total	<u>£5,373,820</u>

Taxation.

The main heads of taxation, together with their yields, were:—

	£
Customs and Road and River Dues	190,617
Hut Taxes	145,027
Income Tax	42,918
Non-Native Poll Tax	4,212
Licences	31,784

HUT TAX.

A hut tax of 6s., if paid before the end of September in each year, and 9s. if paid thereafter, is payable by every adult native owning or occupying a hut. The tax is payable in respect of each hut owned. Exemption is granted in respect of widows and any other person who on account of age, disease or other physical disability is unable to find the means wherewith to pay the tax. District Commissioners may also, subject to the general or special directions of the Governor, exempt from the payment of the whole or any part of the tax any person who produces satisfactory evidence that owing to economic conditions he is unable to pay.

Every adult male native who is not liable to pay hut tax must pay a poll tax equivalent to the tax on one hut.

Employers of natives who have entered the Protectorate from other territories are required to pay tax on behalf of such natives at the rate of one-twelfth of the total tax a month, and may recover the sums thus paid from their employees.

Native visitors who do not obtain employment are exempt from poll tax.

INCOME TAX.

Every non-native adult male is required to pay income tax as imposed by the Income Tax Ordinance, 1925, as amended, subject to certain abatements and allowances.

No tax is payable on incomes of £300 and under and, in the case of a married man, on £600 and under. There are also allowances for children and insurance. Companies are taxed at the rate of 2s. 6d. in the pound, subject to relief in respect of double Empire tax.

A poll tax of £2 is imposed on every adult non-native male by the Non-Native Poll Tax Ordinance of 1928.

LICENCES.

These are imposed under various ordinance and consist of the following, the collection during 1938 being shown against each:—

Arms and Ammunition	...	...	...	£	907
Bankers	...	...	...	...	65
Bicycles	...	...	...	...	2,894
Bonded warehouse	...	...	...	...	60
Game	...	...	...	...	457
Hawkers	...	...	...	...	38
Liquor	...	...	...	...	746
Miscellaneous	...	...	...	...	159
Tobacco	...	...	...	...	17
Trading	...	...	...	...	14,026
Dog	...	...	...	...	162
Trout	...	...	...	...	42
Motor Vehicles	...	...	...	...	7,551

XVII.—MISCELLANEOUS.

Lands and Survey.

The Nyasaland Protectorate (Native Trust Land) Order in Council, 1936, divides the land of the Protectorate into three classes—Crown Lands, Reserved Lands and Native Trust Land.

Crown Lands are defined as being all lands and interests in land acquired or occupied by or on behalf of His Majesty. Reserved Lands include land in townships, reserves at Government Stations, forest reserves and all land alienated prior to the enactment of the Order in Council. All the land in the Protectorate other than Crown and Reserved Land is Native Trust Land.

In the Native Trust Land the Governor may grant rights of occupancy for any term not exceeding ninety-nine years.

During the year 1938 eleven leases of Reserved Lands totalling 5,187½ acres and sixteen rights of occupancy of Native Trust Land totalling 2,365 acres were granted.

Six leases of Reserved Lands were converted from short term leases under the old Crown Lands Ordinance into long term leases under the present Ordinance. The areas affected amounted to 4,767 acres.

Sixteen leases totalling 9,000 acres were determined by formal surrender, by expiry, or in connection with the conversions referred to above; but of these, six leases totalling 4,255 acres were re-leased on conversion to the former lessees.

Seventy yearly tenancies, the majority for trading plots, were issued; and forty-six were cancelled.

Thirty surveys, covering 7,880 acres, were completed during the year.

Mining.

Exclusive Prospecting Licences were granted to the Anglo-American Corporation of South Africa, Limited, in respect of the deposits of bauxite on Mlanje Mountain and to the Trans-African Base Metals Corporation, Limited, in respect of deposits of kyanite near Dzonze Hill in the Ncheu District. Samples of both of these minerals have been exported by the prospecting Companies for assay and report as to commercial value.

The interest in prospecting for gold has not revived and no native gold was exported during the year.

No discoveries of precious metals or other minerals of any importance have been reported.

Immigration.

The Commissioner of Police is the Principal Immigration Officer. He is assisted by all other Officers and Inspectors of Police, as well as by certain District Commissioners and Customs Officers.

The ports of entry are Port Herald, Chileka, Fort Manning, Fort Johnston, Karonga, Mzimba, Dedza, Ncheu, Chikwawa and Mlanje.

All persons arriving in the Protectorate must report to an immigration officer and satisfy him that they are not prohibited immigrants. They should be in possession of passports or other documentary evidence of identity and nationality.

Entry is restricted in the case of persons convicted of serious crime; those suffering from infectious, contagious or mental disease; those likely to be dangerous to peace and good order; or those likely to become a burden upon public funds.

Persons in the following categories are allowed, if their identity is established, to proceed without further formalities:—members of His Majesty's regular naval or military forces; persons accredited to the Protectorate by or under the authority of the

Imperial or of any foreign government; persons domiciled in the Protectorate and not otherwise prohibited from entry; and the wives and children of such persons.

Other non-native immigrants must be prepared to make a deposit of £100 or to produce some other acceptable security. This policy is strictly followed when dealing with persons who appear to be in an impecunious condition and who may be liable to become a public charge. Visitors who arrive for a temporary stay are not put to any inconvenience.

The number of non-Native persons, including returning residents and persons in transit, who entered the Protectorate during each of the past five years is set out as follows:—

		1934.	1935.	1936.	1937.	1938.
Europeans	...	3,478	3,980	3,759	4,643	5,190
Asiatics...	...	1,342	1,084	1,013	1,228	1,395

During 1938 the methods of transport adopted by immigrants (including transmigrants) arriving in the Protectorate were:—

		<i>Air.</i>	<i>Rail.</i>	<i>Road.</i>	<i>Water.</i>
Europeans	...	565	1,072	3,540	13
Asiatics	...	—	593	792	10

The Native Welfare Committee.

The Native Welfare Committee, which now operates under the Chairmanship of the Chief Secretary, continued to advise Government on all matters connected with the well-being of natives in the Protectorate. Among the subjects which came under its consideration, and on which recommendations were submitted to Government were the control of soil erosion, trypanosomiasis, rodents, and rabies; the auction floor system of buying native tobacco; the control of grass fires; the marketing of native produce; the establishment and control of rural dispensaries; rice production; cattle utilization; and co-operative marketing of ghee; boat-building for natives; small-holding schemes; and native charities. The Committee maintained close touch with the personnel of the Nutrition and Fisheries Surveys, and was instrumental in advising on the methods to be adopted in carrying out the Educational Survey.

A memorandum setting out the native policy of the Government was compiled by the Committee and was published during the year.

Co-operative Societies.

Thanks to the generosity of the Trustees of the Carnegie Corporation it was possible to detail an officer to make a study of the co-operative movement in other countries. This officer

returned to the Protectorate in March; and since then it has been possible to start a few local co-operative societies. The movement is as yet, of course, in its infancy; but future prospects are reasonably hopeful.

APPENDIX.

GOVERNMENT PUBLICATIONS.

Title of Publication.	Circulation.	Published Price and Subscription Rate.	Cost of Postage to United Kingdom.	Where obtainable address of London if any.
GOVERNMENT PUBLICATIONS. Nyasaland Annual Report		2s.	2d.	His Majesty's Stationery Office, York House, Kingsway, London W.C.2.
GAZETTE. Nyasaland Government Gazette	500 Monthly.	6d. 7s. 6d. per annum. 12s. 6d.	1s. 6d. per annum	Crown Agents for the Colonies, 4, Mill Lane, Westminster, London S.W.1, and Government Printer, Zomba.
do. (bound vol.)			1s.	
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Report on Tea Cultivation and its Development in Nyasaland (Mann), 1933		2s. 6d.	2d.	do.
Bank Report, 1936		1s.	1d.	do.
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Constitutional Review of the Natives of Nyasaland, 1938		2s. 6d.	2d.	do.

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Report of the Commission Appointed to Enquire into the Financial Position and Further Development of Nyasaland (Bell), 1938		10s.	8d.	His Majesty's Stationery Office, York House, Kingsway, London W.C.2, and Government Printer, Zomba.				
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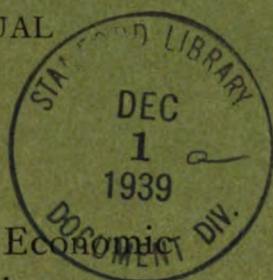
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	MAP.	

I.—GEOGRAPHY, CLIMATE AND HISTORY.

The Territories comprising the Uganda Protectorate are surrounded by the Anglo-Egyptian Sudan, Kenya, the Tanganyika Territory, Ruanda-Urundi (under Belgian Mandate) and the Belgian Congo. The Protectorate extends from about parallel 1° south latitude to the northern limits of the navigable waters of the Albert Nile at Nimule. The eastern boundary runs from Mount Zulia on the Sudan border along the Turkana Escarpment to the crater of Mount Elgon (14,178 feet) and thence follows the Malawa and the Sio rivers into the north-eastern waters of Lake Victoria. The outstanding features on the western side are the Nile-Congo watershed, Lake Albert, the River Semliki, the Ruwenzori Range (16,794 feet), and Lake Edward.

The area of the Protectorate is approximately 93,981 square miles, of which 13,680 square miles are water. The Protectorate forms part of the central African table-land, the greater part having an altitude of between 3,500 and 4,500 feet above sea level.

Climate.

Climatic conditions are not uniform, but the temperature is moderate and varies only slightly throughout the year. The mean maximum temperature for most districts averages 83° F., and the mean minimum 63° F. On the Ruwenzori range there is extreme cold with perpetual snow.

The highest "absolute maximum" registered in 1938 was 99·2° F. at Mbale and the lowest "absolute minimum" 40·0° F. at Kabale. The annual range at four representative stations is as follows:—

	JANUARY.		JULY.	
	<i>Abs. Max.</i>	<i>Abs. Min.</i>	<i>Abs. Max.</i>	<i>Abs. Min.</i>
	°F.	°F.	°F.	°F.
Entebbe ...	86·8	59·0	80·4	58·4
Tororo ...	92·0	53·0	84·5	56·1
Fort Portal ...	84·8	46·0	80·1	47·9
Masindi ...	93·0	56·0	85·9	59·3

The wettest areas were the shores of Lake Victoria and small areas round Hoima (Western Province) and Lugazi (Buganda) where the rainfall was over 60 inches. The driest areas were Karamoja, Butiaba District, the counties of Kashari and Nshara in Ankole District, Kabula in Masaka District, and Buruli county in Buganda, where the rainfall was under 30 inches. In other parts the rainfall was between 35 and 45 inches.

1938 was marked by a scarcity of rain, especially in the early months. The mean rainfall was 11 per cent. below normal.

History.

Eighty years ago the name of Uganda was unknown in Europe. In 1862 Speke and Grant, coming from the south, were the first

Europeans to reach the capital of Mutesa, the ruler of Buganda, not far from the present Kampala, and were astonished to find themselves among an organized and comparatively civilized people. They passed on to the Sudan and Egypt and so solved the problem of the ages—the discovery of the source of the Nile. Samuel Baker discovered Lake Albert in 1864 and Egyptian plans for the annexation of much of present-day Uganda followed. Under such famous governors as Baker, Gordon, and Emin, the Egyptian flag flew in the Nile district from 1872 to 1889.

Stanley visited Uganda in 1875 and told the Christian world of the openings for missionary enterprise in Mutesa's dominions. The first English Protestant missionaries arrived in 1877, followed in 1879 by French Roman Catholics. Mutesa died in 1884 and was succeeded by his son Mwanga.

Christianity had meanwhile made headway, but Mwanga proved unfavourable to it, and for his father's tolerance substituted persecution and even massacre of the missionaries' adherents. In 1888, his people turned on him and he fled to the south of Lake Victoria; but, the Arab traders and native Mohammedans gaining the upper hand, the missionaries and native Christians were also driven out. In the same year control of the British sphere in East Africa had been assigned by Royal Charter to the Imperial British East Africa Company, and when the Anglo-German Agreement of 1890 confirmed the inclusion in the British sphere of present-day Kenya and Uganda, Captain (now Lord) Lugard was despatched to establish the Company's influence in Uganda. He found Mwanga recently restored with the help of his fugitive Christian subjects, and concluded a treaty with him within a few days of his arrival.

In 1891 Lugard visited the western limits of the British sphere and at the south end of Lake Albert found a remnant of Emin's Egyptian (Sudanese) troops. These he enlisted and brought into Buganda. In January, 1892, soon after his return to Kampala, war broke out between the Protestant and Roman Catholic factions. The latter were defeated, and fled, taking Mwanga with them. Peace was concluded and Mwanga restored in March, 1892.

Meanwhile the Company, crippled by the cost of occupation, gave notice of its intention to evacuate Uganda, and Sir Gerald Portal was despatched to Uganda as Imperial Commissioner to make proposals for its future governance. On 1st April, 1893, he assumed on behalf of the British Government the obligations and responsibilities of the Company in Buganda and the Union Jack replaced the Company's flag at the fort, which may still be seen on Old Kampala Hill. The formal establishment of a Protectorate, but over Mwanga's kingdom only, was deferred until 18th June, 1894. Meanwhile Bunyoro had been conquered and its ruler, Kabarega, driven out. In 1896, the Protectorate was extended to most of the other regions which are now included within the present "Uganda", and this term was thereafter applied to the whole territory, Mwanga's kingdom, which is the present Buganda Province, being referred to as Buganda.

In July, 1897, Mwanga fled from his country for the third and last time, and in the following August his infant son Daudi Chwa, the present Kabaka (or Ruler) of Buganda, was proclaimed in his

stead. A few months later the very existence of the Protectorate was threatened by a mutiny of the Sudanese troops. They occupied Luba's fort in Busoga and murdered their Commander, Captain Thruston. Indian troops were hurried to Uganda but the position was not restored until February, 1898.

The heavy and unproductive military expenditure on Uganda led the Home Government to conclude that the time had come to reorganize the administration and Sir H. H. Johnston reached Kampala as Special Commissioner at the end of 1899. The affairs of Buganda were settled by the Uganda Agreement, 1900, and the foundations were laid of the present administrative system.

II.—GOVERNMENT.

When the first European travellers arrived, they found among the Bantu races, notably the Baganda, developed political organizations above the average in Africa. Within the principal tribes there existed central monarchy and government machinery resembling the feudal system. British administration has utilized and developed these indigenous institutions. When the country was pacified, it devolved upon Sir H. H. Johnston to define the functions of the Native Government of Buganda, and of the native rulers of Toro, and Ankole, and their relations with the suzerain Power. Agreements to effect this were formally concluded during 1900 and 1901. An Agreement with Bunyoro was concluded with the Mukama (Ruler) of Bunyoro in 1933.

In 1907, Sir H. Hesketh Bell was appointed the first Governor. In 1921, Executive and Legislative Councils were established, the latter consisting partly of official members and partly of nominated unofficial members, with an official majority.

The Protectorate is divided into four* Provinces—Buganda, Eastern, Western and Northern. Buganda is on a different footing from the remainder, since, under the 1900 Agreement, the Kabaka exercises in Buganda direct rule over his people "to whom he shall administer justice through the Lukiko, or Native Council, and through others of his officers in the manner approved by Her Majesty's Government".

All chiefs are appointed by the Kabaka with the approval of the Governor, and the Kabaka, with the Governor's consent, has the power to make laws governing his people in Buganda.

In other Provinces, Native Administrations are recognized in stages of development varying with the advancement of the tribes. There are native rulers in Ankole, Toro and Bunyoro each with his Council, and Native Administrations in other districts or tribal areas, the Councils being composed of the county chiefs and their sub-chiefs. The Councils have no legislative powers except that, subject to the Governor's consent, they may alter native law by resolution and fix penalties for its breach. The Councils are permanently in session to deal with magisterial and routine matters, and submit to the

*At the beginning of 1939 the Western and Northern Provinces were amalgamated under the name "Western Province."

District Commissioner, or the native ruler, their views on such subjects as:—

- (a) proposed alterations to tribal customary law;
- (b) matters affecting the expenditure of Native Administration funds for the benefit of the tribes;
- (c) agricultural and veterinary development and labour questions;
- (d) food crops and famine.

Estimates are compiled annually for all Native Administrations and submitted to the Governor for approval.

The following is a summary of these estimates for 1938:—

Revenue	...	...	£524,933
Expenditure	...	...	£525,871

The expenditure includes both recurrent and extraordinary charges.

The main sources of revenue are poll tax rebate; *busulu* (a tax levied in certain districts in lieu of tribal obligations); *luwalo** commutation (the amount payable by certain classes of persons in lieu of customary labour service); and fines and fees imposed by Native Courts. All Native Administration accounts are audited by the Protectorate Auditor.

III.—POPULATION.

The African population estimated at 3,725,798 in respect of the current year is divisible into three racial groups—Bantu, Nilotics, and Half-Hamite. The most numerous are the Bantu, comprising the Baganda, Banyoro, Batoro, Banyankole, Basoga and Bagishu and other smaller tribes or sections south and west of the Victoria Nile, and in certain districts in the Eastern Province. To the north and west are the principal Nilotics—the Lango, Acholi, Alur, Lugbara and Madi. The Teso people of the Eastern Province constitute the most important Half-Hamite unit; the others are scattered over a wide area adjacent to Kenya, from the Sudan boundary in the extreme north-east to Mount Elgon. Mention should also be made of the interesting Bahima and the allied peoples of the Western Province. The ruling families of Buganda, Bunyoro, Toro and Ankole are descended from Hima stock.

Births and deaths are registered by the chiefs, with a fair degree of accuracy. According to these figures, births this year exceeded deaths by 33,671 and the population increased by 9·3 per thousand: the corresponding figures for 1937 were 23,334 and 6·4.

The infant mortality rate was 147·18 per thousand live births. It has been falling since 1926 when it was as high as 276.

BIRTH RATE PER 1,000 POPULATION.

1934.	1935.	1936.	1937.	1938.
26·05	26·43	26·42	25·38	26·70

DEATH RATE PER 1,000 POPULATION.

1934.	1935.	1936.	1937.	1938.
20·58	20·66	19·60	18·95	17·50.

*As from the 1st January, 1939, the customary labour service and its alternative commutation by money payment have been abolished and a Native Administration Tax has taken its place. This tax is commutable by labour only in the case of persons who, though physically fit, are genuinely unable to pay.

The European population is 2,111 and the Asiatic 17,256. There were 25 deaths of Europeans and 211 of Asiatics; and 33 and 1,012 births respectively.

IV.—HEALTH.

There were 1,190,094 new cases (including examinations) at hospitals and dispensaries and 2,184,984 re-attendances.

The principal causes of death in hospitals during the last five years have been:—

	1934.	1935.	1936.	1937.	1938.
Pneumonia	356	346	320	369	461
Accidents	143	173	162	148	170
Plague	29	41	34	9	8
Syphilis	55	43	60	41	32
Dysentery	28	48	49	58	31
Malaria	107	116	142	134	115
Tuberculosis	89	62	94	112	78
Cerebro-spinal meningitis ...	43	76	114	115	139
Cancer	17	26	30	16	16
Child-birth	67	78	74	75	68
TOTAL	1,550	1,724	1,833	1,799	1,868

There were 153 cases of blackwater fever with 32 deaths, including five Europeans, none of whom died.

Trypanosomiasis.—Incidence and mortality for the past five years:—

Year.	Reported deaths.	New cases.	Suspected cases.
1934	127	714	59
1935	72	635	40
1936	58	1,057	870
1937	14	716	—
1938	5	684	—

Distribution of new cases in 1937 and 1938:—

	1937.	1938.
West Nile	700	656
Gulu	2	4
Chua	7	23
Madi	9	—
Lake Edward-George area ...	4	—
Origin uncertain	3	1

Plague.—385 cases and 376 deaths were reported; most of the Northern Province remained free from the disease, and no cases were reported from the Western.

Typhus.—There were two cases, neither from Kigezi where the local disinfectant continues to be used effectively.

Relapsing Fever.—493 cases reported.

Epidemic cerebro-spinal meningitis.—385 cases reported; 167 deaths.

Leprosy.—1,702 lepers attended Government hospitals.

Typhoid fever.—138 cases with 35 deaths.

Tuberculosis.—461 cases of pulmonary and 100 of other forms of tuberculosis were treated at Government hospitals, where 78 died.

Small-pox.—No cases.

Pneumonia caused 461 deaths among the 2,037 cases admitted to hospital.

Among affections of the nervous system and organs of sense were 32,117 eye cases, including 3,560 of trachoma.

There are Government European hospitals at Entebbe, Kampala, Jinja and Mbale with a total of 34 beds; Government Asiatic hospitals at Entebbe, Kampala, Masaka, Jinja, Mbale, Soroti, Lira and Masindi with 59 beds; and 23 Government African hospitals with 1,296 beds.

Attendances of Europeans and Asiatics at Government hospitals were 3,407 and 9,384 respectively.

There are 102 Government dispensaries, many with beds to which cases can be admitted. Ambulances, provided by the Native Administrations in Busoga, Teso and Lango and the Central District for conveying serious cases from dispensaries to station hospitals, are also used to maintain adequate supplies of drugs and dressings at dispensaries.

The Church Missionary Society maintains hospitals for Europeans, Asiatics and Africans at Namirembe, Fort Portal and Kabale and for Asiatics and Africans at Ngora in Teso District. The Mill Hill Mission maintains a hospital for Asiatics and Africans at Nsambya (Kampala) and at Nkokonjeru in Mengo District.

The Church Missionary Society has established leper colonies on an island in Lake Bunyonyi in Kigezi, and at Kumi and Ongino in Teso, and the Franciscan Sisters have a colony at Nyenga in Mengo District. At Buluba in Busoga District the Sisters provide medical attention at a settlement controlled by the Native Administration. Drugs are supplied by the Medical Department.

The Department attaches particular importance to ante- and post-natal welfare work, and to the supervision of school children. Twelve country maternity centres are supervised by its staff. The Church Missionary Society maintains the Lady Coryndon Maternity Training School and its 21 dependent centres, and the Mill Hill Mission maintains a similar school and 14 centres in the districts. 18 girls from these two establishments obtained the certificate of the Midwives Board.

The numbers of women admitted for child-birth were:—

Lady Coryndon Maternity Training School and centres	...	1,871
Nsambya Maternity Training School and centres	...	2,335
Government hospitals and centres	... ..	3,010
TOTAL	... ..	7,216

This represents 7·3 per cent. of all recorded births. In 92·5 per cent. of the cases women were delivered of a living child.

Results of pregnancy (including both hospital and home confinements):—

		<i>Women who attended for supervision.</i>	<i>Women who had not attended.</i>
Number confined	...	2,417	593
(a) Miscarriage	...	104	85
(b) Still-birth	...	102	151
(c) Living child	...	2,211	357
Percentage resulting in living child		91·5	60·0

In schools the standard accepted by the Advisory Council on Native Education is strictly enforced. Medical examination of school children is carried out in many districts. Experiments are being made

in the use of milk as a regular part of school diet at a Church Missionary Society school near Kampala.

In 1937 four candidates sat for the final examination at the Mulago Medical School and all passed. Since the school was opened, 39 students have graduated.

Seventeen nursing orderlies were recruited; thirteen passed the first examination for the Nursing Certificate, and five the second. Five female nurses passed the first examination, and eight the second.

Twelve out of fourteen pupils passed the first examination for the African Sanitary Inspectors' Certificate, and nine out of eleven the second, held by the Royal Sanitary Institute.

V.—HOUSING.

While the round hut still remains the most common type used by peasants, there is an increase in the number of better class houses with corrugated iron roofs, ventilators, doors and windows.

Employers are required to provide adequate housing with satisfactory sanitary arrangements for all labour other than local residents.

The Asian population, who are mainly resident in townships, are bound by the provisions of the Public Health Ordinance.

VI.—NATURAL RESOURCES.

General.

With the single important exception of the mailo land of Buganda, all land in the Protectorate is classified as Crown Land or is held by freehold grant, by lease, or by temporary occupation licence from the Crown.

Mailo land originates from the terms of the Uganda Agreement, 1900. By this Agreement 9,003 square miles in the Buganda Province (to which the Agreement exclusively applies), representing roughly one-half of its area, were allotted to individual natives of Buganda and His Majesty's Government have granted titles acknowledging the ownership of this area of land to the individuals whose claims were vouched for by the Native Council of Buganda. The survey and issue of titles for these original allotments were completed in 1936. The disposal of mailo land to non-natives is closely controlled and leasing only is permitted.

In the rest of the Protectorate, as in that half of Buganda which is not mailo land, the land is held by the Crown, but only such land as is clearly surplus to all native requirements is regarded as available for leasing to non-natives. Alienation in freehold to non-natives was suspended in 1916. By that year 233 square miles had been granted in freehold and so remain but there is no intention of re-introducing this form of tenure.

Alienations of Crown Land to non-natives are governed by the provisions of the Crown Lands Ordinance, 1903, which set the maximum permissible term for a lease at 99 years. In such leases

all mines and minerals, all timber and forest rights and all water rights are reserved to the Crown. Both the amount of land which could be made available for non-native planting without detriment to native interests and the opportunities for profitable agriculture by non-natives are extremely limited and as a consequence for some time past there has been no considerable demand for agricultural land by non-natives.

The Crown is the ground landlord of most of the townships in the Protectorate, including Kampala and Jinja, and by far the greater number of transactions in Crown land are in respect of leases of building plots in the various townships.

In the whole Protectorate less than 650 square miles has been alienated (for the most part to non-natives), under all heads—Crown freehold, leasehold and leases of mailo land. The great bulk of the land remains in customary occupation by African agriculturists or pastoralists.

As regards mineral rights, throughout the Protectorate these belong to the Crown, except in the case of Buganda mailo lands where the minerals pertain to the landowners subject to the payment of a 10 per cent. *ad valorem* royalty to the Protectorate Government.

The total area of crops was estimated at 5,673,317 acres. This figure, however, is greater than the total area under cultivation as more than one crop is grown on the same land each year. The increase in the acreage under cotton within the last twenty years, from 129,833 acres to 1,759,157 acres in 1937, has necessarily reduced the area of cultivable land which could previously be allowed to rest and recuperate for indefinite periods under the old system of shifting cultivation. In the more densely populated areas the stage has now been reached when the cultivable land surplus to the needs of the people is not sufficient for a portion to be rested for the necessary period. The old system of shifting cultivation is no longer suitable for these areas and soil deterioration has commenced. The position is being reviewed by a Government committee and schemes are in hand for the preservation of the soil, afforestation of the more arid areas and provision of adequate water supplies in those areas which can carry a large population.

The chief exports are cotton, coffee, cotton seed, gold, sugar, hides and skins, tin ore, tobacco and cigarettes, rubber, ivory, sisal, oil seeds, tea and timber. Detailed statements are included in the appendices.

Minerals.

There are indications of the existence of a wide range of minerals including tin, gold, salt, copper, iron, silver, nickel, cobalt, tungsten, tantalum, wolfram, bismuth, mica, manganese and petroleum. Of these, gold, tin, tantalum, wolfram and bismuth alone have as yet been exported and though copper, iron, nickel and cobalt have been discovered in quantities justifying exploitation, market conditions have prevented development.

There is no discrimination on grounds of race or nationality in the operation of the mining law and small quantities of minerals are being won by Africans working under normal mining titles.

The first export of tin ore was made in 1927. Exports in 1938 were 562 long tons of a value of £78,483 compared with 507 tons of a value of £87,635 in 1937. The greater part is the produce of the Mwirasandu mine, but small workers recover substantial quantities.

Gold was won in commercial quantities for the first time in 1931. Exports in 1938 were 23,572 troy ozs. of a value of £146,459 compared with 19,639 troy ozs. of a value of £119,416 in 1937. The greater part was obtained by small syndicates or individual workers from alluvials in north Ankole and Kigezi. Encouraging results have been achieved by a syndicate in the Budama District, where opencast workings have yielded 3,617 ozs. Underground development has located the reef, sampling good values at a depth of 170 feet.

Tin-niobium-tantalum ores are mined near the Ankole-Kigezi boundary. Uganda ores, being of a complex nature, are not always readily marketable, and for this reason production declined. In 1937, 28 tons valued at £6,092 were exported; in 1938, 9 tons valued at £1,408.

Occurrences of wolfram in Kigezi were further explored. A small parcel of .983 tons, valued £157, was shipped.

Operations on the copper prospects at Kilembe on the eastern slopes of Ruwenzori were confined to care and maintenance.

Seepages of mineral oil have been discovered in the Lake Albert Rift depression and the results of detailed geological investigation published in Memoir No. 1 of the Geological Survey. An exclusive prospecting licence was granted in respect of this area in 1937. As a result of shallow hole drilling a site for a deep test was selected and drilling had reached a depth of 3,422 feet by the end of the year.

Extensive iron deposits are known to exist but insignificant quantities only are smelted by native iron-workers.

There are considerable deposits of salt in the Katwe and Kasenyi crater lakes in Toro. It is also recovered by evaporation from the Kibiro Hot Springs, on the shores of Lake Albert. Production and distribution is a long-established native industry. In 1937, 3,071 long tons were produced from Katwe and Kasenyi and 13 tons from Kibiro; in 1938, the production was 3,104 tons and 15 tons, respectively.

Livestock.

The cattle are derived from two indigenous strains, the small, well-fleshed short-horned Zebu and the lanky, straight-backed Ankole with long horns. The breeds which now persist in the various districts are either one of these two strains in a pure or nearly pure form, or cross-breeds which have now become fixed types.

The Zebu is found principally in the Eastern and Northern Provinces, and the Ankole in the West with intermediate types in the central area.

Conditions of climate and disease have proved adverse to European breeds and grades. Selective breeding of indigenous stock gives by far the most promising results.

With the exception of a few small herds kept by European settlers for their own requirements, and of certain dairy herds run to augment township milk supplies, the cattle are native-owned. Slaughter stock are brought to the larger markets by African and Asian traders,

whilst in outlying districts the owner sells direct to the African butcher.

Cattle auction markets have been established and trade routes opened up over which live-stock travel from the outlying districts to the meat consuming centres.

Meat consumption by the African population continues to increase and steadily growing numbers of cattle pass along these routes, which are, however, subject to periodic interference from diseases such as rinderpest and foot-and-mouth. The latter proved a serious complication during the greater part of 1938.

Besides bringing a new measure of prosperity to cattle-owning tribes, the increase of meat consumption is resulting in a gradual improvement of herds, by the castration and ultimate slaughter of undesirable males and the slaughter of barren female stock.

There is no export of stock by-products, except hides and skins. During the first nine months of the year 21,220 cwts. of hides, valued at £51,091, and 248,611 skins, valued at £13,038, were exported.

Sheep are of the fat-tailed, haired type; the general incidence of thorn-bush and of tick vectors of sheep diseases are serious drawbacks to the establishment of any wool-bearing breeds. Experiments, with a view to introducing a merino wool industry, are being carried out in the Kigezi District.

Goats are of the sleek, short-haired variety for the most part, forming, as meat producers, a useful adjunct to the beef supplies.

No stock census was taken during 1938, but the figures for 1937 were:—

Cattle	...	...	...	...	2,609,146
Sheep	...	...	...	...	1,405,549
Goats	...	...	...	...	2,541,077

The introduction of European poultry strains has proved successful, and is steadily improving local types, notwithstanding the prevalence of fowl typhoid.

Pig rearing as an industry is as yet unimportant; and only a few are bred for pork.

Agriculture.

Cotton lint and cotton seed represent over eighty per cent. of the value of the total exports and cotton is almost entirely a native-grown crop, so that the agricultural production of the Protectorate is preponderantly in the hands of African cultivators. Non-native agriculture is mainly concerned with coffee, rubber, tea, sisal and sugar.

Native Agriculture.

Economic Crops.

Cotton.—This is grown in all areas except Kigezi, parts of Ankole, and Karamoja. Figures of acreages and production for the years 1931–38 are given below:—

<i>Season.</i>		<i>Acreages.</i>	<i>Exports (Bales of 400 lbs.)</i>
1931–32	...	865,259	207,326
1932–33	...	1,071,410	294,828
1933–34	...	1,090,502	285,642
1934–35	...	1,185,599	253,242
1935–36	...	1,365,529	321,348
1936–37	...	1,484,829	338,391
1937–38	...	1,759,157	402,200
1938–39	...	1,493,477	305,000 (Estimate)

Uganda cotton is of the American "upland" type. It is grown in small plots by the family unit from seed requisitioned by Government from ginneries and issued free to the grower, and is purchased at ginneries, which number 194, and at numerous markets established at convenient centres. To prevent the mixing of growths and minimise the spread of diseases and pests, the cotton growing area has been divided into zones and the movement of cotton from one zone to another is prohibited. Within most zones the ginneries, for the sake of economy, have formed buying pools. The interests of the growers are safeguarded by Government's power to fix the minimum prices which may be paid for raw cotton. Middlemen who are not owners of a ginnery may have their cotton ginned within the zone at a charge which must not exceed the maximum fixed by Government for each season. An export tax of two cents per lb. of lint (reduced to one cent as from the 1st January, 1939), is levied when the closing price for July American "middling" futures on the Liverpool Cotton Exchange is 4.50 pence per lb. or over, on specified dates. The bulk of the cotton is sold to India.

There are two Government selection stations where improved strains are produced and tested for subsequent introduction into general cultivation.

Weather conditions during the 1938-39 season were not favourable. Lack of rain hindered the planting of food crops and cotton and in consequence the total acreage of cotton planted, 1,493,477, was a quarter of a million acres less than the previous season. The total crop is not expected to be much in excess of 300,000 bales of 400 lbs. net.

Exports of cotton seed:—

Year.				Tons.
1932	...	...	...	56,311
1933	...	...	...	81,274
1934	...	...	...	35,689
1935	...	...	...	50,685
1936	...	...	...	85,762
1937	...	...	...	103,440
1938	...	...	...	122,718

A Commission was appointed in July to enquire into the cotton industry. The Chairman was Dr. H. A. Tempany, C.B.E., Assistant Agricultural Adviser to the Secretary of State, and the members were Dr. J. D. Tothill, C.M.G., Director of Agriculture, and Mr. E. D. Reynolds, C.B.E., Member of Legislative Council.

The Commission's terms of reference were the following:—

To enquire into and report upon the present position of the Cotton Industry in Uganda and to make recommendations generally for the improvement of the organization and regulation of the Industry, and more particularly in regard to the following matters:—

(i) The fixing of the price formula so that it shall be generally satisfactory and shall ensure a fair return to the grower and to others who play an essential part in the production of cotton.

(ii) The reduction of the number of ginneries in accordance with the recommendations of the Commission of Inquiry into the Cotton Industry of Uganda in 1929, and the manner in which closed ginneries should be eliminated.

(iii) The conditions that should govern the erection of new ginneries in areas where the increased crop may justify them.

(iv) The arrangements—including the establishment from time to time of a reasonable maximum ginning charge—for ensuring that all cotton offered for ginning (whether by the grower directly or through middlemen) shall be ginned in cases where the ginning is not done by the grower, and the seed cotton is not bought outright by the ginner.

(v) The marketing system.

(vi) Malpractices and evasions of the law in connection with the Industry.

(vii) The retention or otherwise of the Cotton Tax.

In view of recommendations contained in an Interim Report, presented in October, the law was amended (*see* Chapter XIV) to terminate certain malpractices. The final Report of the Commission had not been published at the end of the year.

Coffee.—Both *arabica* and *robusta* are grown in small plots in areas climatically suited. Nurseries are maintained by Government or Native Administrations, and seedlings issued free to growers. The acreages are estimated at 19,625 acres *arabica* and 30,355 acres *robusta*.

Exports amounted to 280,143 cwts. compared with 257,939 cwts. in 1937.

Native-grown coffee in almost all areas is marketed under the Native Produce Marketing Ordinance. An area may be “declared” and a particular produce “specified”. No person who is not duly licensed may buy a specified produce in a declared area, and no person may export the produce from the area unless it has been bought under licence. There are two kinds of licence: one issued by the District Commissioner to an unlimited or restricted number of applicants for each buying centre; the other an exclusive licence issued by the Governor in Council in respect of an area during the introduction or development of a young industry. Governor’s licences for coffee have been issued for a part of the Bugishu area and Bwamba county in Toro. District Commissioners’ licences, restricted in number to six at each buying centre, are issued in other coffee areas except in a portion of the Bugishu area where the number is restricted to four.

All hulled coffee, other than that exported under the estate’s own mark or marks, must, prior to export, be treated at one of the licensed curing works and pass inspection by a Government Inspector, in accordance with the provisions of the Coffee Grading Ordinance. Seven curing works were licensed in 1938 in addition to the factory at Bubulu. The fee for inspection is twenty-three cents per bag exceeding 60 kilogrammes (132 lbs.) and fifteen cents per bag not exceeding 60 kilogrammes. The bags passed for export are sealed by the Inspector. 121,336 bags were examined in 1938 and 3,901 rejected.

In a part of the Bugishu area, on the slopes of Mount Elgon, the marketing is managed by the Native Administration, which has erected a factory at Bubulu and pulping stations in the district.

The crop is purchased from growers, under an exclusive licence, in the form of wet cherry or parchment at formula prices and treated at the factory prior to export.

Under the Coffee Industry Ordinance, a cess of Sh. 1/50 per ton is imposed on all exports of Uganda coffee, and a Coffee Board has been constituted with a non-official majority to manage the resulting funds.

Tobacco.—Fire-cured leaf is produced in Bunyoro and air-cured in the West Nile district. Trial crops are conducted in other areas with a view to extending the acreage. The crop is grown by Africans in small plots, usually one-third of an acre in size, and purchased by a restricted number of licensees under the Native Produce Marketing Ordinance at prices fixed for the season. 2,694,925 lbs. of leaf were produced, compared with 1,602,290 lbs. in 1937.

In view of the scarcity of timber and fuel, extension into new areas must be accompanied by programmes of afforestation.

Five tobacco factories, owned by non-natives, were licensed during 1938 for the manufacture of tobacco and cigarettes.

Oil-seeds, Groundnuts and Sim-sim.—The main areas of production are in the Eastern Province and in the Lango district. These crops have in the main been grown for food but the endeavour to widen the range of economic production has evoked a greater interest in cultivation for export, particularly of groundnuts. The marketing of groundnuts in the Teso district is in the hands of one firm under the Native Produce Marketing Ordinance and in other districts both groundnuts and simsim are marketed at centres established under the Ordinance. 819 tons of simsim were exported, chiefly from Teso district and the Northern Province, as compared with 1,126 tons in 1937.

Food Crops.

The staple foods of the people are grain (*Eleusine coracana* and *Sorghum vulgare*) in the short grass area, and plantains in the elephant grass land. The sweet potato is grown everywhere, as well as beans, to supplement the diet.

Improved varieties of all food crops are being produced on Government Experimental Stations. In the Eastern Province stocks of seed are increased, prior to general distribution on numerous district plots maintained by Native Administrations under the supervision of Government.

In the Eastern Province also and in the Northern Province, where the people are grain eaters, a system of communal granaries has been organised as a precaution against famine. Each grower contributes annually a small proportion of his crop; a reasonable reserve is gradually accumulated, and a proportion of the old grain is replaced each year by fresh supplies.

Non-Native Agriculture.

There is no tendency for the number of European planters to increase. 23,239 acres were estimated to be under cultivation on European estates as compared with 28,175 acres in 1937. Considerable

areas under coffee were practically abandoned during the latter half of 1937 owing to uneconomic prices and in Toro many blocks of coffee were uprooted and planted with tea by those planters who had secured allocations of tea acreage under the International Restriction Scheme.

The returns for 1938 give 25,423 acres under cultivation on Indian estates compared with some 26,000 in 1937.

Coffee.—The *arabica* type of coffee was favoured by non-African planters in the early years, but later the *robusta*, with its high yielding qualities and resistance to pests and diseases, found increasing favour, more particularly at the lower elevations and around the shores of Lake Victoria. Areas under cultivation were estimated at 5,464 acres *arabica* and 7,849 acres *robusta* compared with 5,958 and 7,692 acres respectively in 1937.

Sugar.—There are two large sugar estates, which manufactured a total of 38,577 tons of white sugar compared with 28,430 tons in 1937, and exported 11,244 tons to the Tanganyika Territory and overseas as compared with 11,342 tons in the previous year.

Under the Sugar Control Scheme a limitation is imposed upon the export of sugar from the East African territories: the quota for the year ending 31st August, 1939, is 23,950 tons. The final distribution of this quota amongst the several territories has not yet been made.

Rubber.—A fairly large acreage was originally put under *para* rubber but, owing to low prices, very little tapping took place for several years. Many planters closed their rubber areas and only maintenance was done until 1936 and 1937 when prices improved sufficiently for tapping to be resumed. The acreage recorded is 10,813. Exports in 1938 were 14,802 centals.

Sisal.—In Bunyoro district some 7,000 acres are under sisal. Exports were 1,728 tons, an increase of 901 tons on the previous year.

Tea.—During the first period of the Restriction Scheme, Uganda was allotted an area of 2,000 acres in addition to its previous plantings. The total area under tea on the 31st March—the end of first period—was 2,885 acres. No additional plantings were made during the remainder of the year. Production was 490,358 lbs. as compared with 416,189 lbs. in the previous year. Exports were 1,222 cwts., an increase of 1,362 cwts. over 1937. During the second period ending the 31st March, 1943, Uganda has been granted a further allotment of 1,450 acres.

Fisheries.

Fisheries are mainly in native hands, and the local trade in fresh and particularly dried fish continues to expand steadily.

The non-European fisheries in Lake Edward and the Kazinga Channel are still developing. Despite adverse circumstances for part of the year, 628 tons of salted and smoked fish, valued at £13,415, were sold to the Congo, and 120 tons of smoked fish on the local market.

8,583 half-yearly licences were issued on Lake Victoria. There has been a slight improvement in the *Tilapia* fishery in Lake

Bunyonyi. The lack of satisfactory progress there is mainly due to the high cost of nets, and to faulty methods of fishing.

Statistical effort is concentrated on the fisheries of Lake Victoria, Lake Edward (including the Kazinga Channel) and Lake Kyoga. Local conditions have been investigated in several smaller lakes.

In February a batch of fingerling, and larger, rainbow trout from Kenya were motored 525 miles and introduced into a couple of streams on the eastern flank of Ruwenzori.

Uganda Fisheries Limited have been conducting experiments in Lake Kyoga and in the Nile at Jinja.

The wholesale value of fish caught in Uganda waters is about £70,000, and the industry occupies about 12,000 persons. The value of fishing nets imported, although much of the fishery is conducted without the use of nets, is more than £20,000.

In order to supervise and control the industry more effectively, a launch has been transferred from Lake Victoria to Lake Edward.

Forestry.

Gazetted Crown Forests were increased by 1,012 square miles and work was carried out in respect of a further 1,100 square miles which should result in their early gazetting. Demarcation of external boundaries progressed by 262 miles.

Over a million cubic feet of timber and eight million cubic feet of stacked fuel were recorded as cut from Crown Land. Practically all the timber was sold to saw-millers for conversion in properly equipped mills.

Re-afforestation was carried out in 323 acres of exploited forest and 264 acres of iroko (mvule) timber were planted in addition. Wood fuel and pole plantations were increased by 166 acres, and Native Administrations planted some 525 acres.

Sixteen Africans, of whom 12 are now employed by Native Administrations and four by the Forest Department, were instructed in forestry.

The revenue collected from forest fees was £23,066, that is £1,550 in excess of the total expenditure of the Forestry Department including loan funds.

VII.—COMMERCE.

General.

Uganda and Kenya form a single unit for purposes of Customs and there is freedom of trade between them. Virtually the whole of the import and export trade of both passes through Mombasa, so that the combined trade figures represent generally the landed value at Mombasa in the case of imports, and the "f.o.b. Mombasa" value of exports, these being the declared values for purposes of Customs.

As the division of Customs revenue is based on the consumption of dutiable articles in each territory, the imports into Uganda are calculated with the greatest possible accuracy. Exports are differentiated as regards country of origin in accordance with the declaration of shippers.

External trade during 1938 was satisfactory, although the total values of imports and exports fell short of the figures for 1937 as a result of depressed commodity markets. The position was, however, counter-balanced to a certain extent by increased production.

Uganda's prosperity is dependent on the production by Africans of cotton and, to a much less degree, of coffee. The exports of raw cotton represented 73·4 per cent. in value of the total exports of the Protectorate, cotton seed represented 6·6 per cent. and coffee 7·0 per cent. The principal imports were cotton piece goods, motor vehicles and oils, machinery and building materials.

(1) Comparative statement of total imports, domestic exports and re-exports 1934-1938:—

	1934. £	1935. £	1936. £	1937. £	1938. £
Imports for home consumption.	1,751,051	1,783,417	2,211,592	3,555,754	2,992,974
Domestic Exports	3,773,766	3,630,529	4,466,453	5,702,736	4,668,966
Re-exports ..	196,026	176,646	245,634	322,746	188,934

(2) The following statement gives particulars of the countries from which total import requirements have originated during the last five years:—

Country.	Percentage of Import Trade.				
	1934.	1935.	1936.	1937.	1938.
United Kingdom	35.99	36.75	41.19	46.42	46.63
India	6.09	5.81	5.41	4.18	4.98
Union of South Africa	0.10	0.11	0.13	0.08	0.11
Canada	1.85	1.87	2.16	1.40	1.15
Tanganyika Mandated Territory	6.19	4.75	2.40	1.82	2.55
Other British Possessions	0.12	0.31	0.33	0.19	0.60
TOTAL BRITISH EMPIRE	50.34	49.58	51.62	54.09	56.02
Germany	4.17	4.58	6.08	4.74	4.51
Belgo-Luxemburg Economic Union	1.71	2.70	2.32	3.19	2.38
France	1.24	1.36	0.95	0.80	0.70
Italy	1.13	0.84	0.23	0.64	0.64
Netherlands	2.21	0.99	0.67	0.50	0.56
Japan	23.08	23.34	20.75	21.02	18.95
Iran	2.00	2.13	2.13	1.61	2.17
United States of America	8.11	7.78	9.61	8.94	8.59
Dutch East Indies	2.57	2.51	2.51	1.56	1.89
Other Foreign Countries	3.44	4.19	3.13	3.06	3.59
TOTAL FOREIGN COUNTRIES	49.66	50.42	48.38	45.91	43.98

(3) Percentage of domestic exports consigned to the principal overseas destinations:—

Country.	1934.	1935.	1936.	1937.	1938.	Main Items.
BRITISH POSSESSIONS—						
United Kingdom	15.35	12.16	17.18	14.39	17.83	Tea, Coffee, Sisal, Gold Bullion, Sugar, Cotton, Cotton Seed, Tin Ore, Hides and Rubber.
India	54.86	72.05	38.40	51.52	60.84	Cotton, Ivory.
Union of South Africa	1.11	1.47	2.34	1.87	1.83	Coffee.
Canada	0.90	0.86	1.18	0.96	0.88	Coffee.
Tanganyika Mandated Territory	2.56	2.99	1.76	2.22	2.52	Sugar, Tobacco, Hides.
Other British Possessions	1.37	2.21	3.17	1.57	1.55	Coffee, Tea, Cotton.
TOTAL BRITISH EMPIRE	76.15	91.74	64.03	72.53	85.45	
FOREIGN COUNTRIES—						
Germany	0.38	1.39	1.81	0.37	0.34	Cotton, Sisal, Hides and Coffee.
Belgo-Luxemburg Economic Union	0.29	1.20	1.00	1.22	0.76	Sisal, Cotton, Hides.
France	0.38	0.67	0.60	0.95	0.49	Hides, Cotton.
Italy	0.17	0.31	0.40	0.17	0.02	Hides.
Netherlands	1.24	1.71	1.14	0.99	1.76	Cotton, Tin Ore, Sisal.
China	0.73	..	1.13	0.95	0.43	Cotton.
Japan	13.83	0.13	25.54	18.90	5.68	Cotton.
United States of America	2.65	0.90	1.32	1.13	1.46	Coffee, Skins, Ivory.
Other Foreign Countries	2.18	1.95	3.03	2.79	3.61	Coffee, Sisal, Hides, Skins and Cotton.
TOTAL FOREIGN COUNTRIES	23.85	8.26	35.97	27.47	14.55	

(4) Quantities and values of the principal imports other than bullion and specie for the past two years indicating principal sources of supply:—

Article.	Unit of Quantity.	Quantity		Value		Principal sources of supply.
		1937.	1938.	1937.	1938.	
Rice	58,283	62,392	£ 35,893	£ 40,372	Tanganyika Territory and India.
Tobaccos	753,539	656,460	48,953	48,356	United Kingdom, Tanganyika Territory and United States of America.
Iron and Steel Manufactures	213,267	230,454	United Kingdom, Belgo-Luxemburg Economic Union, Germany and Japan.
Electrical goods	29,147	32,567	United Kingdom.
Industrial machinery	91,940	87,924	United Kingdom and United States of America.
Other machinery	84,174	51,930	United Kingdom, Germany and United States of America.
Cotton textiles	608,745	487,976	Japan.
Bags and sacks ..	Doz.	220,546	223,716	52,359	54,223	India.
Artificial silk piece goods	..	4,497,839	3,749,302	93,565	74,169	Japan.
Apparel ..	Value	..	..	102,666	77,086	Japan.
Oils	192,611	193,069	Iran, United States of America and Dutch East Indies.
Paper manufactures	54,260	53,724	United Kingdom and United States of America.
Motor cars and parts	168,308	128,275	United States of America, United Kingdom and Canada.
Motor lorries and parts	137,453	123,982	United States of America, Canada and United Kingdom.
Bicycles and parts	157,177	106,568	United Kingdom and Japan.

(5) (a) Quantities and values of the principal domestic exports for the past two years:—

	Unit of Quantity.	1937		1938	
		Quantity.	Value.	Quantity.	Value.
			£		£
Coffee, raw	<i>Cwt.</i>	257,938	420,483	280,217	327,664
Sugar, refined	"	226,843	123,516	224,878	118,847
Tobacco and cigarettes	<i>Lb.</i>	595,296	48,804	716,331	55,224
Cotton, raw	<i>Cental</i>	1,353,566	4,269,283	1,608,803	3,427,948
Sisal fibre	<i>Ton</i>	877	18,564	1,728	26,129
Cotton seed	"	103,440	392,083	122,716	306,939
Hides	<i>Cwt.</i>	23,612	84,313	27,927	66,214
Rubber, raw	<i>Cental</i>	12,698	33,042	14,802	36,673
Gold bullion	<i>Troy oz.</i>	19,590	124,713	23,659	145,413

(b) Quantities and values of the principal re-exports for the past two years:—

			£		£
Films	<i>Value</i>	..	18,926	..	17,161
Cotton textiles	"	..	59,435	..	40,435
Motor cars and parts	"	..	67,597	..	45,282
Motor lorries and parts	"	..	32,997	..	28,544

Inter-Territorial Trade.

		1936.	1937.	1938.
		£	£	£
<i>Kenya to Uganda.</i>				
Imported goods		1,703,607	2,519,319	2,009,360
Local produce		213,108	278,368	284,876
<i>Uganda to Kenya.</i>				
Imported goods		30,752	40,652	48,681
Local produce		63,279	99,949	156,369
<i>Uganda to Tanganyika Territory.</i>				
*Imported goods		141,149	196,732	68,173
Local produce		78,661	126,360	117,791
*Including specie valued at respectively		117,640	91,800	Nil.
<i>Tanganyika Territory to Uganda.</i>				
*Imported goods		121,178	520,345	124,333
Local produce		53,168	64,869	76,385
*Including specie valued at respectively		116,650	511,300	116,500

Excise and Beer Duties.

Excise duties are co-ordinated and allocated between Kenya, Uganda and the Tanganyika Territory under the terms of the Excise Duties Agreements Ordinance, 1931. The rates are as follows:—

	<i>Shs.</i>	<i>Cts.</i>
Sugar	1	00 per cwt.
Tea	0	10 per lb.
Cigarettes	1	25 per lb.
Manufactured tobacco	1	25 per lb.
Beer	40	00 per standard barrel of 36 gallons.

The receipts were:—

Beer	£1,894
Sugar	£12,900
Tea	£3,032
Tobacco and Cigarettes	£63,106

Customs Tariff.

There have been no alterations in Customs Management and Tariff legislation.

Ivory.

Two public auctions of Kenya and Uganda Government ivory were held by the Customs Department. The total weight of ivory sold was 42,310 lbs. (Kenya 13,902 lbs., Uganda 28,408 lbs.) and the total amount realized was £12,273 (Kenya £3,720, Uganda £8,553).

VIII.—LABOUR.

As a result of the increased production of economic crops, the extension of mineral and industrial activities, and the large public works and development schemes, the position with regard to unskilled labour has altered appreciably during the past few years.

A committee consisting of official and unofficial members was appointed in 1937 to review the supply of unskilled labour in the Protectorate and recommend any measures, not inconsistent with Government's policy, which might be taken by employers and by administrative and legislative action to improve the present position.

Its report has been published and is now under consideration.

Excluding those engaged in agriculture on their own behalf, or employed casually by African landowners, the average monthly total of Africans in employment amounted to 72,680, showing an increase of 8,545 over 1937. Cotton ginneries employ (from four to seven months) an average of 17,500 workers, coffee and tea estates approximately 5,000, sugar estates 12,000, one sisal estate 2,000, the Kampala sewerage scheme 2,500, and mines and prospecting operations 10,500.

90,000 labourers came from Ruanda-Urundi to find work, and about 11,000 from Tanganyika, a total approximately 10,000 less than last year. These labourers are absorbed by the mines and ginneries, by plantations in Buganda, and by individual Baganda landowners.

Applications received from employers for labour on written contracts of six months' duration were for 16,260 West Nile workers, 22,087 Banyarunda, and 3,000 other tribes, a total of 7,343 more than last year. The applications were met in full, save in the West Nile where only 44 per cent. offered their services, and of these half came from the Belgian Congo and the Sudan.

The principal undertakings that require contract labour are the two large sugar estates (10,000 acres each), the sisal estate, Buchanan's plantations (coffee, rubber and tea), the fuel contractors to the Kenya and Uganda Railways and Harbours, and the Kampala sewerage scheme.

The mines do not use written contract labour, but depend on casual monthly (oral contract) labour offering themselves for work; and the ginneries, with few exceptions, get workers in the same way.

The supply of labour is, at times, less than the demand. The sugar, sisal, coffee estates and mines experience a shortage of about 25 per cent. On the other hand, the ginneries again had an excess of about 13 per cent., for the work is physically easy, although the hours are long.

The provisions of the Shop Hours Ordinance, 1937, were in the first instance applied experimentally to the two principal commercial townships, Kampala and Jinja, and the results have been satisfactory.

A wider application of the law is accordingly being considered.

IX.—WAGES AND COST OF LIVING.

Africans.

Rations on an approved scale are issued to contract labourers under their terms of employment.

Labour is engaged either by the month or for a contract period of several months. It is often necessary to recruit labour from one district for another, usually from outlying districts where economic crops are not extensively grown.

There are Government regulations regarding housing, food, and terms of contract, which have special reference to imported and foreign labour.

Labourers employed on prospecting and mining usually operate on a 30-day ticket. Employers suffer from the native disposition to work only for a few months on end and this absence of continuity renders training difficult.

Average monthly wages vary considerably in different localities and there is no standard scale applicable to all industries even for casual labour. In the cotton industry, unskilled labourers were paid from Shs. 8 to Shs. 11, without rations, and from Shs. 7 to Shs. 10 with rations; in the mining industry the corresponding minima were Shs. 5 and Shs. 6 and the maxima Shs. 8 and Shs. 10. On coffee plantations, the wages for unskilled labour were Shs. 8 with rations and Shs. 10 without; on sugar estates Shs. 8 to Shs. 10 with rations, and Shs. 10 to Shs. 17 without.

There is no doubt that these wages are too low and that industries which cannot afford to pay better wages are on an insecure foundation and unlikely to endure.

Untrained domestic servants received from Shs. 12 per month. Experienced house boys are paid at rates varying from Shs. 25 to Shs. 80 and cooks at rates from Shs. 25 to Shs. 100. The wages of motor drivers vary from Shs. 25 to Shs. 100; of carpenters and masons from Shs. 20 to Shs. 60; shop salesmen Shs. 20 to Shs. 60 with commission averaging about 25 per cent. in addition, and of clerks between Shs. 25 and Shs. 240.

Hours of work vary according to occupations. Government employees, industrial labourers and employees of the building, trade work, on an average, 46 to 48 hours a week, employees in mines 42 to 54 hours, and in ginneries, for four to seven months yearly, 60 hours. Agricultural labourers are normally engaged on piece work, which occupies them from 36 to 42 hours a week.

Owing to a partial famine, food prices increased considerably during the first four months of the year, but dropped to the 1937 level later. Normally, Africans produce sufficient food for themselves

and their families, but plantains and potatoes, local grains and beans, which are their staple diet, can always be obtained in local markets at reasonable prices. Beef is sold at from 2 lb. to 5 lb. a shilling; sheep and goats average 7s. per head; eggs in outlying districts average three dozen a shilling and chickens fivepence each.

Non-Natives.

The salaries paid to Europeans employed in commercial concerns and on plantations vary between £200 and £750 per annum. Free housing and medical attendance are in most cases provided, and sometimes free dental treatment.

The cost of board and lodging is from Shs. 14 to Shs. 17 a day, and from Shs. 180 a month. The cost of petrol is Shs. 2/30 a gallon.

Asiatics are engaged primarily in commerce and industry. The majority belong to the small shopkeeping class, but a considerable number find employment in ginneries. There is no average standard of wages generally applicable to them, and their living expenses are low.

X.—EDUCATION AND WELFARE INSTITUTIONS.

Education.

The only school for European children is a small junior school in Kampala, which some thirty children attend. European education of a higher standard must be sought in Kenya or overseas; certain Government tuition and travelling concessions are made to pupils attending school in Kenya.

There is a Government school for Indians in Kampala taking pupils up to the standard of the Cambridge University Junior Examination; and a similar school at Jinja. There are, in addition, 55 schools owned by Indian communities of which 42 are assisted from public funds; and three grant-aided Goan junior schools, in Entebbe, Kampala and Jinja. There is an advisory council for Indian Education, over which the Director of Education presides.

The system of education for African boys begins in sub-grade schools, after which come selected sub-grade, primary vernacular, junior secondary and senior secondary schools.

In the primary vernacular schools the medium of instruction in the two lower classes is the tribal vernacular. In the Nilotic districts Swahili is taught as a subject in the last two years of the elementary course. In the Bantu districts (except in Buganda and the Busoga district where Luganda is used throughout the elementary stage), Swahili is taught as a subject. English is the medium of instruction in classes 5 and 6 of primary schools and in all secondary schools.

Primary vernacular and selected sub-grade schools giving respectively a four course and a two years' course in the three R's, hygiene, agriculture, handwork, etc., are controlled and financed by District Boards, which represent local interests, and are assisted by

Native Administration funds, and, in some cases, by Government grants. Next is the secondary stage of six years' duration (three years' junior and three years' senior), at the end of which pupils may take the Cambridge School Certificate Examination which will replace the present entrance examination for Makerere College. The College provides vocational courses for medical, veterinary, engineering, and agricultural probationers for the African Civil Service, and also for schoolmasters. Cambridge School Certificate classes have been opened for students who require general higher education. The students taking this course have given an undertaking to enter a vocational course after obtaining the Certificate. The course is attracting students from neighbouring territories.

An Inter-Territorial Conference met in May, to examine the practical steps necessary to carry out the recommendations of the De la Warr Commission concerned with the establishment of a Higher College. The Conference recommended, and it has been agreed, that this should be called Makerere College and should develop naturally at Makerere from the existing institution.

On the 3rd November His Royal Highness, the Duke of Gloucester, cut the first sod in the foundation trench of the new College buildings.

Girls' education follows the same form as boys' up to primary standard. The curriculum includes handwork, needlework, child welfare, etc. In four girls' schools the curriculum was enlarged to include the junior secondary range, and in two other schools junior domestic science courses were added.

Although only one school, King's College, Budo, is co-educational throughout, small numbers of boys are sometimes found in girls' schools and *vice versa*, particularly in the infants classes. Thus two per cent. of the pupils enrolled in the girls' primary and vernacular schools in 1938 were boys.

At Budo co-education has proved very successful and the fact that the girls are still a decided minority is probably mainly due to the fact that fees are higher than those at girls' schools.

At Mbarara primary school (C.M.S.) all classes except one are now experimentally co-educational.

Each primary vernacular school has its garden, and courses of instruction in economic and food crops for teachers are held periodically at the Government experimental stations, the work being apportioned between the farm, the model school garden, and the lecture room.

Since 1933, the training of youths in practical farming on a small scale has progressed favourably. A number of small-holdings have been established for the purpose at the Government experimental stations, the course lasting two years.

Farm schools, on somewhat similar lines, have been established, with the aid of Government grants, by the Church Missionary Society in Buganda and by the Verona Fathers Mission in the Northern Province. Makerere College, in conjunction with the Agricultural Department, provides a five-year course for the training of African Agricultural Assistants.

The fees payable annually by Africans may be summarised as under:—

Day schools: Sub-grade from 50 cents to Shs. 2.

Primary Vernacular: from 12s. to £1 4s.

Primary: from 12s. to £2 8s.

Junior Secondary: from £2 2s. to £2 8s.

Boarding schools:

Primary: from £4—£21.

Junior Secondary: from £4—£21.

Senior Secondary: from £6 to £21 10s.

Government Technical Schools: £7 10s.

Makerere: £15.

During the latter years of the courses of instruction, pupils at Government technical schools receive wages, from which are deducted sufficient sums to provide each pupil with a suitable set of tools to help him to carry on his trade when he leaves.

The fees in boarding schools are ordinarily inclusive, food, clothing, bedding, and scholastic materials being provided. In day schools, neither food nor clothing is provided.

Government expenditure on education in 1938 was £109,160, of which £39,254 represents grants to missions. In addition contributions to District Boards from Native Administrations amounted to £21,909. Out of these aggregate allocations of £131,069, £41,047 was spent on primary vernacular education.

In Bunyoro and Toro an education cess of one shilling *per annum* is levied on all African taxpayers, and the proceeds are included in the amount voted to District Boards.

Welfare Institutions.

There is a centre for untainted children at Bunyonyi leper settlement and such children from Nyenga are transferred to the orphanage at Nkokonjeru.

There are two small orphanages under the control of the Church Missionary Society at Namirembe and of the Mill Hill Mission at Nkokonjeru. The family tie is strong amongst Africans, and the need for such institutions at present is limited.

Welfare work is carried on by all the mission societies, but there are no special institutions except the maternity centres and training schools for midwives and nurses.

Child-welfare clinics are also held at Government hospitals and dispensaries, and by certain Native Administrations.

Recreation and Games.

Recreation and games are controlled and encouraged by such bodies as the Native Athletic Association and the Uganda Football Association, and take a prominent place in the activities of all schools. The Boy Scout and Girl Guide movements enjoy an ever-increasing popularity. There are 133 registered Scout Troops, with an enrolment of over 3,648 scouts of all ranks, 39 Girl Guide units with an enrolment of approximately 500 guides, rangers and brownies.

Singing is taught in most schools. The Cathedral choir at Namirembe, and the choirs at the Roman Catholic seminaries, are famous throughout the Protectorate.

It has been the custom for many years for all the important schools to have plays on Speech Days or at the end of the school year. The African has a dramatic instinct; he delights in giving impromptu plays and concerts; his sense of mimicry is highly developed, and he acts without self-consciousness.

XI.—COMMUNICATIONS AND TRANSPORT.

At the end of 1938, 2,075 miles of main roads were maintained by the Protectorate Government as follows:—

	<i>Miles.</i>	<i>Gross load.</i>
First class	1,265 ...	For 4-wheeled vehicles, 7 tons. For 6-wheeled vehicles, 9 tons.
Second class	525 ...	For 4-wheeled vehicles, 5 tons. For 6-wheeled vehicles, 7 tons.
Third class	285 ...	For 4-wheeled vehicles, 5 tons. For 6-wheeled vehicles, 6 tons.

The average cost of maintenance was £19·80 a mile. In addition there were approximately 4,800 miles of roads, built and maintained by the Native Administrations, generally capable of carrying a gross load of 2½ tons on pneumatic tyres. Many of these roads are being improved to third-class standard in cotton-growing areas. 1938 saw the completion of an important inter-territorial link, formed by an all-weather road from Atiak, to Nimule in the Sudan.

There is a Central Registration Bureau at Police Headquarters, Kampala, which records particulars of all motor vehicles and motor drivers, and organizes control of traffic and inspection of public service vehicles. 2,477 motor-cars, 2,331 motor-lorries, 744 motor-cycles, 146 omnibuses and 26 trailers were licensed. The number of all kinds licensed in the names of Africans was 1,049. There were 6,381 licensed drivers, 1,424 being Europeans, 1,471 Asiatics and 3,486 Africans.

It is possible to travel by motor omnibus from Kampala to most of the principal towns. These omnibuses exist primarily for the convenience of Asiatics and Africans. Of the 146 registered, 16 were owned by Europeans, 168 by Asiatics and 59 by Africans.

All public service vehicles are inspected and a certificate of mechanical fitness from a Government Inspector is necessary before a licence can be obtained. Insurance policies against third party risks are obligatory in the case of public service vehicles.

The Southampton-Durban air service, operated thrice weekly in each direction by Imperial Airways, Limited, carries passengers, mail, and freight: Port Bell is the Uganda port of call. In addition a shuttle service operates between Nairobi and Kisumu and Tanganyika linked by a feeder *via* Nairobi, while local charter flights are undertaken by a machine of Wilson Airways from Kampala.

Posts and Telegraphs Department.

The Empire Air Mail Service was further extended to include the India-Malaya and Australia section, Hong Kong, Canada and Newfoundland. Except for some delay during the Christmas period, the Service was satisfactorily maintained.

3,417,900 letters, postcards, newspapers and other packets were dealt with, and 40,499 parcels, inclusive of cash-on-delivery parcels. There were 5,889 cash-on-delivery parcels, having a value of £16,119.

MONEY ORDER BUSINESS.

Year.		No. Issued.	Value. £
1937	...	27,377	176,618
1938	...	32,942	209,044
		No. Paid.	
1937	...	14,698	76,440
1938	...	15,895	75,712

42,004 Postal Orders were issued and paid, in value £21,988.

Telegraphs and Telephones.

Revised charges were introduced on telegrams addressed to Empire countries on a flat rate basis.

190,300 inland telegrams were transmitted and 26,300 external telegrams handled, including 8,200 to or from Great Britain.

170,300 trunk and 1,796,900 local telephone calls were handled.

Railways.

There are in Uganda 328 miles (or including loops and industrial sidings, 357 miles) of railways belonging to the system which is controlled by the Kenya and Uganda Railways and Harbours Administration.

The main line from Mombasa and Nairobi enters the Protectorate at Tororo and proceeds by Mbulamuti to Jinja, and thence across the Nile Bridge to Kampala (879 miles from Mombasa). From Tororo a branch line, with a bi-weekly passenger service, runs north-west to Soroti, serving Mbale *en route*, and taps a most productive area. Another line connects the main line at Mbulamuti with Namasagali, whence the Lake Kyoga flotilla operates. A third line affords communication between Kampala and Port Bell. The total traffic (inwards and outwards) at Kampala and Jinja during the last five years is as follows:—

			1934. Tons.	1935. Tons.	1936. Tons.	1937. Tons.	1938. Tons.
Kampala	..	..	52,791	68,037	76,961	96,576	106,677
Jinja	..	..	19,557	17,830	22,545	24,469	31,936

The outwards traffic for 1938 at the principal stations, excluding the Lake ports, is as follows:—

	<i>Passengers.</i>	<i>Parcels and luggage.</i>	<i>Livestock.</i>	<i>General Merchan- dise.</i>	<i>Totals.</i>
	£	£	£	£	£
Kampala	13,458	1,506	69	131,419	146,452
Jinja	3,937	253	23	29,207	33,420
Soroti	980	207	4,421	39,007	44,615
Mbale	756	126	34	28,480	29,396
Kumi	226	13	14	7,272	7,525
Nsinze	947	31	4	40,646	41,628

Water Transport.

Steamer services on Lakes Victoria, Kyoga and Albert are maintained by the Kenya and Uganda Railways and Harbours Administration. On Lake Victoria, steamers call at regular intervals at Port Bell, Entebbe and Bukakata. Auxiliary services operate from Busungwe to Nyakanyasi on the Kagera River; and between the mainland and the Sesse-Buvuma Islands.

Steamers on Lake Kyoga connect Namasagali with Masindi Port, whence a motor transport service, also operated by the Administration, affords a connection with Butiaba on Lake Albert. From Butiaba there is a steamer service to Kasenyi and Mahagi in the Belgian Congo and to Nimule in the Sudan. Trips to the Murchison Falls are arranged from Butiaba weekly in the season, and at other times by less frequent service. From Nimule there is a good road to Juba, which is in direct communication by steamer with Khartoum.

XII.—PUBLIC WORKS.

The expenditure incurred by the Public Works Department amounted to £786,622, compared with £478,918 in 1937.

MAIN SECTION.

	£	£
Personal Emoluments	41,695	
Other Charges	7,770	
Annually Recurrent	115,632	
Extraordinary	357,657	
		522,754

OTHER SECTIONS.

Entebbe Water Supply	1,151	
Jinja Water Supply	2,744	
Kampala Water Supply	11,743	
Mbale Water Supply	290	
Kampala Sewerage and Drainage	800	
Transport Section	16,740	
		33,468

LOAN WORKS.				£	£
Kampala Water Supply	...	...	...	3,835	
Western Province Roads	...	...	...	2,302	
Kampala Sewerage and Drainage	...	...	...	215,000	
Buildings and Equipment for Higher Education	...	...	...	786	
Township Water Supply	...	...	...	162	
					222,085
MISCELLANEOUS.					
Works for other Departments	...	...	...	7,398	
Works for private individuals	...	...	...	917	
					8,315
					<u>£786,622</u>

Major Works in hand were the following:—

- Completion of Police Lines, Kampala.
- Police Depôt, Kampala.
- Provincial Prison, Luzira.
- Kawanda Agricultural Station.
- K.A.R. Cantonment, Jinja.
- Septic Tank Installations, Entebbe and Mbale.
- Electricity Services, Entebbe, Kampala and Jinja.
- Sewerage and Drainage, Kampala.

XIII.—JUSTICE, POLICE, AND PRISONS.

Justice.

His Majesty's High Court of Uganda established by the Uganda Order in Council, 1902, has full jurisdiction, civil and criminal, over all persons and matters in Uganda. The Chief Justice and two Puisne Judges exercise jurisdiction as a Court of First Instance and as an Appellate Court from Subordinate Courts, both British and Native, over which they have also supervisory powers and revisional jurisdiction. Subject to certain limitations, appeals lie from its decisions to His Majesty's Court of Appeal for Eastern Africa.

In each district, there are constituted, by the Courts Ordinance, a District Court and Additional District Courts of the First, Second and Third Classes, subordinate to the High Court. The District Magistrate and Judge is appointed by the Governor, or in the absence of such appointment is the chief executive officer of the district. Additional District Magistrates and Judges of the appropriate classes are appointed by the Governor, and vary in number according to the number of officers holding magisterial and judicial powers stationed in the various districts. The powers and jurisdiction of these British Subordinate Courts are primarily regulated by the Courts Ordinance and the Civil and Criminal Procedure Codes.

Native Courts of varying powers and jurisdiction are established in every district, under a series of Proclamations made under the Courts Ordinance. In Buganda, however, the Lukiko Court exercises jurisdiction throughout the Province. Provision is made for appeals from inferior to superior Native Courts and thence to British Subordinate Courts and the High Court, which have supervisory powers over Native Courts.

Criminal and Civil jurisdiction of British Courts (including the High Court):—

CRIMINAL.

	1934.	1935.	1936.	1937.	1938.
Total number of persons tried ..	6,359	5,351	5,927	7,165	8,365
Discharged	677	650	847	969	1,188
Acquitted	450	300	368	388	484
Found insane	2	2	4	4	11
Committed awaiting trial ..	21	11	1	12	18

	1934.	1935.	1936.	1937.	1938.
Convictions.—					
Death sentences	37	31	48	59	36
Imprisonment	1,732	1,153	1,388	1,468	1,633
Whipping	32	43	33	34	38
Imprisonment and whipping ..	9	24	38	15	15
Imprisonment and fine ..	74	113	51	27	37
Imprisonment, whipping and fine ..	1	7	2	..	4
Fine	3,105	2,695	2,899	3,742	4,119
Bound over or otherwise disposed of	319	322	258	447	782
TOTAL NUMBER OF CASES ..	5,637	4,949	5,693	6,790	7,916*

* Includes 204 cases tried by the High Court in its original criminal jurisdiction five tried under extended jurisdiction by the District Court, Arua, and 103 cases involving 116 juveniles.

CIVIL.

Year.	Amounts of £15 and under.	Amounts from £15 to £50.	Amounts from £50 to £150.	Amounts above £150.	Value not stated.	Total.
1934 ..	1,052	370	105	28	15	1,570
1935 ..	1,133	404	109	17	35	1,689
1936 ..	1,320	492	135	29	26	2,002
1937 ..	1,278	508	151	35	34	2,006*
1938 ..	1,577	824	245	63	26	2,735

* Includes 269 cases tried by the High Court in its original civil jurisdiction.

High Court appellate jurisdiction:—

	1934.	1935.	1936.	1937.	1938.
Criminal appeals	137	118	137	152	169
Civil appeals	10	13	18	16	5
Criminal revisions	98	171	196	165	162
Civil revisions	15	19	25	28	26
Confirmation of death sentence ..	8	4	..	..	..
Confirmation of sentences	264	215	122	218	291
Miscellaneous revisions .. ..	..	3	8	4	1
Miscellaneous appeals .. ..	..	4	3	1	2
Orders under section 166, Criminal Procedure Code ..	..	..	2	..	..
TOTAL	532	547	511	584	656

The number of cases, civil and criminal, decided by Native Courts was 105,200 as against 84,898 in 1937.

GENERAL.

The probationary system, as understood in England, does not yet operate in Uganda. Courts have the power, however, of releasing a first offender, convicted of an offence not punishable with death, on bond to appear and receive sentence when called upon, and in the meantime to keep the peace and be of good behaviour. This is principally used in the case of juvenile offenders, where the parent or guardian can be relied on to exercise supervision over the offender.

Courts also have powers, when sentencing an offender to pay a fine and imposing in lieu a sentence of imprisonment, to suspend execution of the sentence in lieu of payment, on the execution of a bond for appearance, or to order payment by instalments. Offenders sentenced to payment of fines are frequently afforded time to pay, under these provisions, if they indicate a willingness to pay and have a fixed residence, but, owing to the less settled residence of many Africans, particularly those of criminal habits, and the greater difficulty of tracing them, it is probable that there is a higher proportion of offenders imprisoned for non-payment of fines than in more developed countries.

Police.

The Police Force comprises 47 Superior Police Officers and Inspectors; 28 Sub-Inspectors, 1,011 rank and file and 57 detectives under the command of a Commissioner, who is also Chief Fire Officer. Fire brigades consisting each of 14 firemen are stationed at Kampala and Jinja.

A Criminal Investigation Department, to which is attached a Finger Print Bureau carrying over 81,717 files, controls the supervision of habitual criminals, and undertakes certain duties in connection with immigration and passport control.

The Training School is at Kampala; instruction consists of police duties generally, the use of arms, first aid, traffic control and local languages. The course lasts normally for six months. Refresher and promotional courses are held, and there is an elementary vernacular school for the children of serving policemen.

A monthly magazine in Swahili, designed primarily as an educational medium for the benefit of the African ranks, now has a circulation of 1,350.

The Ambulance Division, under the auspices of the St. John Ambulance Brigade Overseas, has a membership of forty-three including 23 Africans.

At the Central Registration Bureau 1,039 rifles, 1,743 shot guns, 294 revolvers and pistols, 18 muzzle loaders and 31 miscellaneous guns were registered.

9,166 case were reported to the Police and 7,553 persons were proceeded against on charges of crime as against 8,999 and 7,020 respectively in 1937.

Police are also maintained by the Native Administrations and serve as warders in Native Administration prisons in addition to performing ordinary police duties. With a view to increasing their

efficiency, special instructional courses are held periodically at the Training School: the results continue to be satisfactory.

Prisons.

In pursuance of a recommendation by the Prisons Committee set up in 1936 to review prison policy and organisation, a Commissioner was appointed and assumed control of the separate Prisons Department in April.

Government maintains a Central Prison and 14 district gaols. The completed portions of the Central Prison include the general administration block and workshops, a special section for the segregation of young prisoners, females, Asiatics and Europeans, the punishment and condemned cells and the hospital. The accommodation capacity in association wards is based on the scale of 40 square feet floor space to each inmate, and there is at present provision for 540 prisoners. The daily average number during 1938 was 860, a number of temporary wards accommodating the surplus population. The number of prisoners admitted to Protectorate prisons was 5,118 the daily average being 1,318.

All executions are carried out at the Central Prison; 29 persons were executed in 1938.

The 14 district gaols provide accommodation for local short-term prisoners and remands. Three only are of permanent material and designed originally as prisons. Of the others two are buildings adapted for use as prisons, one is a lock-up only and the remainder are mud and wattle structures. The standard accommodation is based on the scale of 28 square feet per prisoner.

The Commissioner is responsible for the general administration and control of the Prisons Service. The European staff consists of a Commissioner, Superintendent, two Assistant Superintendents and three Head Gaolers, the latter normally recruited from the Home Service. All executive officers are allocated to the Central Prison. The District gaols are administered by the local European Officer of Police or, where there is none, the District Commissioner. The subordinate warder staff are Africans, who, before being posted for duty, undergo a six months' course of instruction.

No reformatory for the treatment of juveniles at present exists, but a small building of a temporary nature has been erected in the vicinity of the Central Prison, where juvenile offenders are given elementary education and instruction in husbandry and carpentry.

At the Central Prison the main industries are tailoring, carpentry, mat and basket work. Practically all uniforms required for the African personnel of Government Departments, Native Administrations and the Police and Prisons Services, are manufactured in this prison together with a large quantity of furniture and other miscellaneous articles for various Departments. Prisoners at district gaols are employed on the production of prison food crops, fuel cutting, conservancy, and general clearing and anti-malarial work in and around Government stations.

The general health of the prison population has been satisfactory. The number of deaths was 31, due mainly to pneumonia and tuberculosis.

XIV.—LEGISLATION.

Ordinances.

The Sugar (Control) Ordinance gives effect to the International Sugar Agreement signed in London on the 6th May, 1937, and provides in particular for restricting the total amount of sugar which may be lawfully exported from Uganda to places outside East Africa in any quota year. It provides also for the restriction of the amount of sugar to be held in stock in the Protectorate in a quota year.

The Mental Treatment Ordinance is a comprehensive measure and replaces the old law (Cap. 100) relating to lunacy, the provisions of which were unsatisfactory in many ways. It is designed to give the fullest possible protection to persons of unsound mind and to enable their treatment to be carried out in the manner most beneficial to them.

The Forests (Amendment) Ordinance makes provision for a new class of forest reserve known as "Native Forest Reserves" intended primarily for the supply of forest produce to Africans. Their management will be in the hands of the native authorities and it is hoped that the new system will lead to an appreciation of the benefits of forestry among Africans and that they will learn to manage the forest reserves entrusted to their care to their financial advantage and in the interests of local development. The advice and supervision of the Forest Department will be available to Provincial Commissioners who will be responsible for the supervision of the forest work carried on by native authorities.

The Native Administration (Incorporation) Ordinance enables the Governor to constitute native administrations as legal entities, with the usual advantages which such legal status confers. An important safeguard is that the consent of the Governor is necessary prior to the acquisition of land, or any interest in land, by native administrations incorporated under the Ordinance; conversely, the like consent is a condition precedent to the lawful transfer of any right, title or interest in or over any land so acquired.

The Townships Ordinance. Many of the provisions of the old Ordinance (Cap. 166) are now dealt with under the Public Health Ordinance (Cap. 145) and it was thus considered necessary to re-enact the Townships Ordinance, at the same time reproducing the remaining provisions in a more comprehensive form. The Ordinance contains wide rule-making powers, as is usual in legislation dealing with the regulation of townships.

The Employment of Women (Amendment) Ordinance gives effect in Uganda to the International Night Work (Women) Convention of 1934, and exempts from the operation of the principal Ordinance women holding responsible positions of management engaged in night work in industrial undertakings who are not ordinarily engaged in manual work.

The Post Office (Amendment) Ordinance prohibits the transmission by post without lawful excuse of postal articles which either enclose or bear any words, marks, or designs of an offensive character.

The Medical Registration (Amendment) Ordinance provides, *inter alia*, for the protection of the public by defining precisely "the practice of dentistry" in order to prevent unqualified persons from practising. It also legalises the hitherto tacitly accepted practice whereby unregistered or unlicensed members of missionary organisations gratuitously treat the more common ailments; such persons are now subject to the control of the Director of Medical Services who has discretion in the issue of permits, subject to an appeal to the Medical Board.

The Stamp (Amendment) Ordinance gives effect, *inter alia*, to certain International Conventions relating to the admissibility in evidence of unstamped or understamped instruments; it exempts all Government employees from the necessity of stamping receipts for any salary, wages, pension, gratuity or allowance, and makes provision for the payment of stamp duty on the nominal capital of companies, hitherto levied as a tax under the Companies (Tax on Nominal Capital) Ordinance, now repealed.

The Native Administration Tax Ordinance represents a further step in the aim of Government progressively to abolish the ancient customary liability of Africans to compulsory labour. The Ordinance abolishes this type of labour and its alternative commutation by money payment which was first introduced in 1931, and substitutes a monetary tax commutable by labour only in the case of persons genuinely unable, for reasons apart from infirmity and the like, to pay the tax. The appropriate Native Administration will receive the tax as part of its budgetary revenue.

The Employment of Children Ordinance prohibits absolutely the employment of children under the age of sixteen years in any industrial undertaking. Although children were not being employed in the Protectorate to any great extent it was, nevertheless, considered desirable to replace the old Ordinance (Cap. 62) which fixed the minimum age for their employment at twelve years. "Industrial undertaking" is comprehensively defined and includes mining, quarrying and other similar industries which might be injurious to a child's health.

The Trading Ordinance re-enacts the law relating to trading but the subject is treated from the point of view of control and regulation, rather than of the production of revenue. In furtherance of this policy the fees are considerably lower than those charged under the old Ordinance (Cap. 167). Trading by non-natives outside townships and trading centres is prohibited (except in Buganda), as is trading by natives on behalf of a non-native. For the first time, distinction is made between commercial travellers and hawkers in conformity with the practice in force in neighbouring territories.

The Kenya and Uganda Railway (Amendment) Ordinance is primarily concerned with an extension of the High Commissioner's powers and includes power to provide for road, motor and air services.

The Interpretation and General Clauses (Amendment) Ordinance effects certain statutory changes which will simplify the interpretation of the Protectorate laws and reduce their number on the statute book. Among its more important provisions is that which lays

down the procedure in appeals from the decisions of public officers to the Governor or the Governor-in-Council.

The Prisons (Amendment) Ordinance. Prisoners serving sentences of one month or over may now earn partial remission, whereas, as the law stood, only prisoners serving terms of six months or over could do so. This new system conforms with the practice in England.

The Coffee Industry Ordinance establishes the Coffee Board upon a statutory basis and provides for the levy of a cess on all coffee exported from the Protectorate. The proceeds of the cess will be used, *inter alia*, for advertising the merits of Uganda coffee and increasing its sale and for meeting a part of the cost of local research work in connection with the industry.

The Traffic (Amendment) Ordinance enacts a number of amendments to the old law which experience had shown to be necessary. The most important of these provide for appeal to the High Court from cancellation of a dealer's general licence, enable a Court to convict for the reckless driving on an information for manslaughter, and provide for a stricter control over public and commercial vehicles. Opportunity was taken to repeal all that part of the principal Ordinance dealing with the construction and equipment of motor vehicles; these provisions have been re-enacted as Regulations and are thus more easily amended to meet changing conditions.

The Estate Duty (Amendment) Ordinance provides a revised scale of fees leviable in respect of the smaller estates; hitherto, the scale was based on that obtaining in England and, although that was not a harsh one, it is considered that small estates should be lightly taxed in a country which is in an early state of development.

The Makerere College Ordinance gives effect to the decisions taken by the Secretary of State and the East African Dependencies upon the Report of the Commission on Higher Education in East Africa, and provides for the control, administration and working of Makerere College. As full autonomy to the College has not yet been granted, amendments will probably be found necessary from experience gleaned in the initial stages of the working of the Ordinance.

The Cotton (Amendment) Ordinance is based on certain recommendations contained in the interim report of the Uganda Cotton Commission, 1938, and has been passed with the object of reducing malpractices in the purchase of raw cotton. Individual licences are issued to persons who carry out the actual operation of buying and such persons must be in possession of a valid "buyer's certificate" which is issued only to those whose names have been placed upon the Register; thus, one person only will be responsible for the actual weighing and paying out, and, in the event of a charge of cheating, the task of the prosecution will be considerably simplified.

Subsidiary Legislation.

Declaration under the Dangerous Drugs Ordinance excluding certain preparations containing morphine, cocaine and certain other drugs from the provisions of Part V of the Ordinance in pursuance of Article 8 of the International Opium Convention, 1925. This Declaration is based on findings communicated by the Council of the League of Nations to the parties to the Convention.

Order under the Traffic Ordinance granting an exclusive licence to the Overseas Motor Transport Company, Limited, to operate public service vehicles on certain routes. British made omnibuses have been imported and a regular, cheap and safe mode of transport has been provided for the public convenience.

The Public Health (School Buildings) Rules determining the structural requirements for the erection of schools; they provide for sanitary and cooking arrangements and generally ensure that pupils will be housed and taught under most hygienic conditions.

Notice under the Public Health Ordinance prohibiting the erection of rooms and dwellings which do not conform to certain structural requirements in townships or trading centres or on any land in the occupation of non-natives.

The Industrial Alcohol (Amendment) Rules amend the rules for the denaturing of spirit and include a specification for a suitable denaturing agent. Control of sale, importation and possession of methylated spirits are also provided for.

The Mental Treatment Rules implement the provisions of the Mental Treatment Ordinance and prescribe the dietary scale for patients, rules as to visits, the forms to be used and fees to be paid in connection with the reception and detention of persons of unsound mind, the form of registers to be kept and the scale of fees for paying patients.

The Inland Water Transport (Licensing) Rules implement the provisions of the Inland Water Transport (Control) Ordinance, 1937, and provide for the application and issue of licences and the scale of fees. The requisite forms are prescribed.

Orders under the Waterworks Ordinance providing for the control of the newly inaugurated water supplies for Entebbe and Mbale.

The Cotton (Buyers' Certificates) Rules provide for the application and issue of the certificates required under the Cotton (Amendment) Ordinance.

The Traffic (Amendment) Regulations amend the principal Regulations in the light of experience. The whole of the forms have been replaced and re-arranged in a more orderly manner.

Order under the Native Administration Tax Ordinance, 1938, setting out the classes of persons exempted from payment of the Tax and including, *inter alia*, all ranks of the regular Military, Police and Prisons Services and clergy, teachers, and scholars attending approved schools.

Order under the Cotton Export Duty Ordinance varying the sliding scale of export duty and effecting a reduction of one cent per lb. By this reduction in the overhead charges of the ginner, a higher price to the grower will be made possible.

Native Laws.

The Buganda Cotton Cultivation Law provides for the reporting of any suspected disease in plants and the uprooting of old plants. Penalties are provided for non-compliance with any order given to

a cotton grower by the authorities requiring any thing to be done for the betterment of the crop.

The Adultery and Fornication (Amendment) Law replaces section 6 of the Adultery and Fornication Law, 1917, with a new section prescribing punishments for specific offences. An addition is made to the law of 1917 penalising any person who assists an unmarried girl under twenty years of age to run away from her parents or lawful guardians or who harbours such girl knowing that she has so removed herself from her parents' or guardian's care.

The Native Liquor Law repeals and replaces the 1917 law and reproduces in a more satisfactory form the law for the prevention of drunkenness. The making of liquor is forbidden in the Kibuga (township) and liquor may only be brought under permit. Persons found incapable or disorderly as a result of drunkenness are penalised, as are persons who supply any liquor to persons under 18 years of age.

The distilling, selling, buying, drinking or possession of *waragi* (a particularly potent liquor) is prohibited, and offenders are heavily punished.

XV.—BANKING, CURRENCY, WEIGHTS AND MEASURES.

Banks.

Banking facilities are afforded by the National Bank of India, Limited, with branches at Entebbe, Kampala and Jinja; the Standard Bank of South Africa, Limited, with branches at Kampala and Jinja; and Barclays Bank (Dominion Colonial and Overseas), with branches at Kampala and Jinja. There is also the Post Office Savings Bank. There are no agricultural co-operative banks.

Savings Bank.

Savings Bank deposits exceeded withdrawals by £16,791. At the end of the year there were 13,758 depositors and the amount standing to their credit, including interest, was £176,422.

The number of African depositors increased from 9,101 to 10,235.

Currency.

Shilling currency with 100 cents to the shilling is in use. The following coins and notes are in circulation:—

Coin:—

Sh. 1 which is legal tender for an unlimited amount.	
50 cents = 6d. which is legal tender for an amount up to 20s.	
10 cents = 1·2d.	} which are legal tender up to 1s.
5 cents = 0·6d.	
1 cent = 0·12d.	

Notes:—

Shs. 10,000; 1,000; 100; 20; 10; 5. Notes of the denomination Shs. 10,000 are not in general circulation. They are issued only

to Banks for the purpose of facilitating local clearance transactions. Notes of the denomination of Shs. 200 are no longer kept for issue.

Weights and Measures.

The Imperial Standards of weights and measures have been adopted and copies of these standards, verified by the Board of Trade in England, are maintained as the Protectorate Standards.

A Weights and Measures Ordinance is in force and certain sections prohibit the use of weights and measures other than standard, or of unstamped or unjust weights, measures and weighing instruments. All weights, measures, etc., used for trade must be verified and stamped periodically; during the year 10,641 were stamped and 1,363 adjusted by a qualified inspector.

XVI.—PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.

There was a surplus balance of £1,162,137 at the end of 1938 and this, with the Reserve Fund of £533,890 provided a total surplus of £1,696,027. The Estimates provided for an excess of Expenditure over Revenue of £422,904. The result of the year's working was a deficit of £155,791.

Results of the last five years:—

<i>Year.</i>	<i>Revenue.</i>	<i>Expenditure.</i>	<i>Surplus Balance and Reserve Fund.</i>
	£	£	£
1934	1,527,672	1,330,561*	1,411,516
1935	1,566,688	1,420,095*	1,558,109
1936	1,712,940	1,575,147*	1,695,902
1937	1,959,534	1,763,073†	1,892,363
1938	1,863,863	2,060,199†	1,696,027

* Excludes payments to the Reserve Fund. Payments ceased in 1936.

† Includes depreciation of investments: £40,545 for 1938.

The estimated revenue for the year was £1,756,755, and the actual receipts were £1,863,863: there was thus an increase of £107,108. The Heads under which the principal increases occurred were:—

	£
Customs .. ..	.. 50,000
Licences, Excise, etc. ..	.. 34,000
Fees of Court, etc. ..	.. 16,000

The amount appropriated for the service of the year was £2,179,659 and the actual expenditure was £2,019,654. There was thus a decrease on the Expenditure Estimates of £160,005.

Public Debt.

<i>Designation and amount of loan.</i>	<i>Balance outstanding on 31st December, 1938</i>	<i>Remarks.</i>
Uganda Government 5%. Inscribed Stock, 1951-71. £2,000,000 issued at 96%, raised under Ordinance No. 1 of 1932.	£ 2,000,000	Contributions to a Sinking Fund at the rate of 1% per annum, plus contributions to a Supplementary Sinking Fund at 0.407% on the Protectorate share of the Loan (£1,117,095) commenced on the 1st September, 1935.
Uganda Government 3½%. Inscribed Stock, 1955-65. £235,600 raised under Ordinance No. 1 of 1932.	235,600	Contributions to a Sinking Fund at the rate of 2.017% per annum commenced on the 15th August, 1936.

These loans were raised to meet the cost of railways, roads, water supply and other public works of development and for the repayment of loans made by His Majesty's Government to the Government of Uganda.

Although the loan of £2,000,000 is secured on the general revenues and assets of the Protectorate, the revenues of the Kenya and Uganda Railways and Harbours Administration are liable to the Protectorate Government for the portion of the loan (£882,905) spent on railway and harbour services and on the repayment of loans made by His Majesty's Government which have been employed in financing such services.

Assets.

Of the surplus at the end of the year £1,088,338 was invested, £144,808 held in cash and deposits at short call, £113,334 as stores, and £349,547 advanced at short call and pending the raising of a loan. In addition £238,595 held in cash, deposits at short call and investments, represents unexpended balances of loan funds and sundry deposits, etc.

Revenue.

The main sources of revenue from taxation, and the yield of each, were:—

	£
(a) Customs and Excise	595,982
(b) Licences to purchase, store, gin and bale cotton ...	12,535
(c) Cotton tax	156,885
(d) Licences under the Traffic Ordinance	35,169
(e) Stamp duties	12,403
(f) Trading licences	25,633
(g) Poll taxes, African	571,396
(h) Poll taxes, non-native	32,354

(a) Revenue under this Head is derived from Customs, chiefly on spirits, tobacco, cotton yarns and manufactures, oils, fats and resin manufactures. Excise duties are levied on beer, sugar, tea, cigarettes and other manufactured tobacco.

(b) The fee for a ginning licence is £50. The licence includes the right to a full permit to purchase lint cotton, but a fee of £50 is charged for this right to any non-holder.

(c) The tax on exported cotton is fixed annually, according to the closing price on the Liverpool Cotton Exchange for July American "middling" futures in the middle of December of the previous year. In December, 1937, the price for July American "middling" futures was above 4·50d., and a tax of two cents per lb. was levied.

(d) The basis of taxation of motors is net weight, and the fees are: for private motor cars Shs. 5 per cwt.; for public service and private hire vehicles Shs. 5 per cwt. plus an additional fee of Shs. 10 for each passenger whom the vehicle is licensed to carry; for commercial vehicles Shs. 6 per cwt. for the first 50 cwts., thereafter Shs. 4 per cwt.; for trailers Shs. 4 per cwt. A fixed fee of Shs. 30 is charged for a motor-cycle with or without a side-car.

(e) The Stamp Ordinance is based largely on the Indian Stamp Act of 1889, which follows closely the English Act.

It provides that any instrument, whether executed or not, and whether previously stamped or not, may be brought to a District Commissioner or the Revenue Authority for adjudication as to the proper duty chargeable. The fee for adjudication shall not exceed Shs. 10 nor be less than Sh. 1.

(f) *Non-native Trading*.—A licence to trade in wholesale and retail costs £15, and in retail only £7 10s. Licences for each additional trading store cost £5 and £3 15s. respectively.

African.—A licence to cover wholesale and retail trading costs £1 4s. and for each additional store £1 4s.

Hawkers' licences are £6 for non-natives and £3 for Africans.

(g) There is no hut tax. A poll tax is levied both on Africans and non-natives. The amount of native poll tax, which also in some instances includes "tribute", a tax collected on behalf of certain Native Administrations, varies from Shs. 6 to £1 1s. annually per adult male of the population, and is assessed according to the average ability of the natives of the district to pay. The tax is collected, under the supervision of Administrative Officers, by chiefs, and a rebate based on a percentage of the collection is paid to the Native Administrations for this service, together with the "tribute". The following table shows the rates at present in force, the gross yield, and the net yield after deducting payment of rebate and "tribute":—

District.	Rate	Gross yield.	Gross yield per Province.	Rebate and Tribute paid.	Net yield.
	Shs.	£	£	£	£
<i>Buganda Kingdom</i> —					
Mengo	15	119,961			
Masaka	15	27,970			
	10				
Mubende	15	9,285			
	10		157,196	30,934	126,262
<i>Eastern Province</i> —					
Busoga	21	95,594			
Central	18	69,146			
Budama	18	23,667			
Teso	18	63,848			
Karamoja	7	6,910			
			259,165	75,618	183,547

District.	Rate	Gross yield	Gross yield per Province	Rebate and Tribute paid	Net yield
	<i>Shs.</i>	<i>£</i>	<i>£</i>	<i>£</i>	<i>£</i>
Northern Province—					
Bunyoro	10	10,649			
Acholi	14	17,643			
	8				
West Nile	8	17,966			
Lango	15	42,271			
			88,529	21,991	66,538
Western Province—					
Toro	10	16,877			
	6				
Ankole	10	30,910			
Kigezi	12	18,720			
	8				
			66,507	21,300	45,207
TOTALS			571,397	149,843	421,554

(h) The non-native poll tax is graduated according to the income of the tax-payer and applies to both males and females; but persons under the age of 18 years and females whose taxable income does not exceed £150 are exempt. Where the taxable income does not exceed £200 the minimum tax of £1 10s. applies, and the maximum amount payable is £500 where the taxable income is £10,000 or more.

Other important sources of revenue, which do not strictly come under the heading of taxation, and the yield from each are as under:—

	<i>£</i>
Forestry fees	23,148
Inspection of cattle	6,595
Land rents	29,755
Medical and hospital fees and receipts	9,972

Under the terms of the Congo Basin Treaties, equality of treatment in respect of imported goods irrespective of origin is ensured, and the grant of Imperial Preference is therefore inadmissible. Goods declared as being in transit may be imported and forwarded under Customs control on payment of expenses of administration (6d. a package).

For purposes of Customs, Kenya and Uganda form a single unit and, by agreement with Tanganyika, a common tariff has been accepted by the three territories securing the free and unrestricted movement of imported goods and local products. The common tariff, however, includes a small number of "suspended duties", which may be imposed by Proclamation, either in part or in full, in any or all of the territories.

The general duty rating under the Common Tariff is 20 per cent. *ad valorem* on the landed value at the port of entry. Building materials, artisans' tools, and vehicles and parts are admitted at lower rates; and exemption from duty is allowed on drugs and medicines, packing materials, disinfectants, germicides and vermin killers, machinery, and many articles necessary for road construction, sanitation, irrigation and drainage purposes, and for agricultural, industrial and educational development.

The Customs revenue of the Protectorate in 1938 was £514,941.

XVII.—GAME.

Elephant control appears at last to have effected an appreciable reduction in numbers and reports from more than one district record little damage to crops.

The most striking success is again in Bunyoro where the huge herds have been confined within the Reserve, the few which emerged doing no harm to cultivation.

Extensions have been made to the Bunyoro and Gulu, and to the Lake George, Game Reserves. White Rhinoceros sanctuaries, co-terminous with Crown Forests, have been proclaimed in West Nile and West Madi.

Owing to the prevailing low price for ivory, revenue from the sale of licences declined. Fewer special elephant licences have been taken out and fewer full game licences.

In spite of the ravages of rinderpest, buffaloes continue to increase and are a source of frequent complaint.

There are still various localities outside Game Reserve, sanctuaries and closed Sleeping Sickness areas, in which game generally is plentiful.

XVIII.—MISCELLANEOUS.

Geological Survey.

A geological staff under a Director is maintained at Entebbe where laboratory facilities exist for the testing of specimens. The activities of the Survey cover a wide range of enquiries, of which the chief are the preparation of geological maps with the resulting indication of the best areas to search for minerals, and water supply questions.

Most of the areas where minerals are now being worked in Uganda were first suggested by this Survey.

Advice is given in the matter of bore-hole sites and geophysical equipment is used to assist in this enquiry. A considerable amount of time has been given to anti-soil erosion problems.

Reports which set out the activities of the Survey are issued annually, together with bulletins dealing with various problems of the Protectorate geology. Memoirs which cover subjects such as petroleum, the tin deposits and the volcanic area of Bufumbira and soil erosion have also been published.

Geologically Uganda is closely related to the countries surrounding it and is underlain mainly by a complex of very ancient crystalline rocks, and in places, especially in the south-west, by old bedded rocks into which granites are intruded; newer rocks associated with volcanic activity occur in the east and north-east and in the south-west. The Protectorate offers, therefore, much the same possibility of mineral development as the countries around it, some of which have a longer history of mining.

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Game	3	00
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Appendix I.

Text of the address by the Governor of Uganda to the Inter-territorial (Higher Education in East Africa) Conference held at Kampala in May, 1938.

"The Conference which is about to begin its labours has been summoned by my Government, with the concurrence of the Secretary of State, to deliberate on matters of the greatest importance to the future of the people of these Territories. We are greatly obliged to the Governments which have sent delegates for their ready co-operation, and to all those who have given so much time and trouble to this Conference. We extend a cordial welcome to our visitors and hope they will find their stay in Uganda agreeable.

"The development of higher education in East Africa was examined last year by a distinguished Commission from England under the chairmanship of Lord De La Warr, and in broad outline its recommendations for the establishment of a Higher College have been accepted by the Secretary of State. It is with the manner of the execution of these recommendations that we are now concerned.

"The success or failure of the great project which we have under consideration, must necessarily depend largely upon decisions which we have now to take, and we have felt our responsibility to be so heavy that we have been unwilling to take those decisions until we have had the advantage of the advice of a representative Conference such as that which is assembled here to-day.

"Before we turn our attention to the future, however, it may perhaps be as well to consider the past very briefly, and the present. Our predecessors established here in Uganda the institution known as Makerere College upon a foundation of school education established by many years of devoted labour by the Missionary Societies. In the dozen years of its existence, Makerere has evolved until to-day it has reached a stage when further important developments are in sight. But we must not make the mistake of supposing that we are starting an entirely new thing. Higher education, limited it is true in scope, has long been established in Uganda and is fast reaching a point where its products, few though they may be in numbers, are at last within reach of the standards attained in older countries. For this we are indebted to the Principal and Staff of the College and of the associated Medical School at Mulago and the Veterinary School at Entebbe, and I should not like to let this occasion pass without putting on record our appreciation of their admirable work. We are not breaking new ground but rather continuing a process which was initiated in 1923, and taking steps to set it upon secure foundations and to direct it into wise and well thought out courses which will lead it forward to further achievement.

"There are, I suppose, few British people to-day who are not acutely conscious of the precious heritage of religion and culture, of liberty of thought and freedom of conscience which is ours, and at a time when in many parts of the world men are engaged with great

vigour and thoroughness in establishing systems of Government and Society which in many respects are repugnant to us, we shall, I believe, be found to agree that there is no greater service we can render to the people of these countries than to establish upon secure foundations among them an institution which shall draw its inspiration and the breath of its life from the same rich sources.

“Moreover, we have to face the practical fact that there is a great demand among the people of these countries for more and better and higher education, and that it is on all grounds right and proper that it should be available for them in their home environment. It is true that if no such provision is made, the numbers driven abroad in search of higher education will still be relatively few in comparison with the great mass of the people of these countries. It might be argued that in any case it is only a small minority which makes any demand for higher education, and that therefore such great expenditures on such small numbers of the people are not to be justified. I do not share that view. No civilisation in the world has arisen, nor can our civilisation be established and take root in these countries—or so it seems to me—upon any other foundation than what I may call an aristocracy of culture, which must necessarily be relatively very small in numbers. The widespread education of the masses up to the very limited standards practicable even in our own country, may be a consequence of that but cannot precede it, indeed I should regard with horror as a crime against the people of these countries the partial education of great numbers in the schools, to say nothing of that other continuous education by the innumerable contacts with our more advanced and complex society in commerce, in agriculture, industry, the public services, and in many other ways, unless at the same time we were making every effort to provide for them, in their own environment, a means whereby there may be produced the leaders and guides of their own race whom they will so greatly need if they are not to be at the mercy of forces and influences—some perhaps intentionally subversive—from which it is beyond our power to insulate them. It is, I believe, particularly true of the people of these countries during the process of their introduction into the modern world that a little knowledge is a dangerous thing. Even if we wish to do so, which we do not, we have no power to prevent great numbers from acquiring a little knowledge: but we have the power to make available for the few that greater and wider learning and culture in which alone are security and wisdom.

“Moreover, our need for professional staff, both men and women, is great and urgent. We are pressed on all sides by problems of human and animal health and nutrition, of the maintenance of the fertility of the soil and its proper cultivation, the preservation of forests and water supplies, the extension of communications and many others. We can do little more than sketch our designs on small scattered patches of this vast canvas until we can avail ourselves of fully educated and trained African men and women in sufficient numbers. There is no remote possibility of one college such as we have it in mind to establish, being able to meet all our

demands for very many years, let alone to glut the market, but at least it will be a beginning.

“Your deliberations on this occasion will be confined, as you are aware, to questions immediately affecting the establishment of the Higher College. This is not because of any failure on my part to realise how closely the College and the system of schools, on which it must be based, are related to each other; but because if the subjects to be submitted to you are to be kept within manageable bounds, it is necessary to impose this limitation, for otherwise you would find yourselves committed to an examination of the whole system of education in East Africa. I am fully alive to our commitments and obligations as regards the primary and secondary schools, and the training of teachers and craftsmen, and were I inclined to neglect them I should be quickly called to order by the unofficial members of my Legislative Council who, in approving the provision of finance for the Higher College, particularly stressed their view that increased expenditure for these purposes is inevitable if the College is to be built upon a sound basis, and that this increased expenditure should accompany rather than follow the foundation of the Higher College.

“You will note, I know, with great gratification that the Lords Commissioners of His Majesty’s Treasury have indicated that they would be willing for Parliament to be approached with a request for a grant of £100,000 towards the endowment of the College; and you will, I feel confident, share my faith in the customary generosity of Parliament in relation to such Imperial obligations as these. You will wish, no doubt, to include in the resolutions which you will adopt, an expression of appreciation of the action which His Majesty’s Government proposes to take.

“The Government of Uganda, on the unanimous recommendation of the Standing Finance Committee, has proposed a substantial expenditure, the details of which are in your hands. We hope that neighbouring Governments will also see their way to contribute to the Endowment Fund; indeed a tentative proposal for a contribution of £100,000 has been made in its Legislative Council by the Government of Tanganyika. We recognise that it is proper that Uganda should carry the whole cost of the buildings.

“We have displayed in another room for you to see, our proposals for the new buildings, which are now under examination in the Colonial Office. We hope you will agree with us that they are well suited to their purpose and architecturally admirable, and a great credit to their talented architect, Mr. C. T. Mitchell.

“I have seen it stated in the Press that so great an expenditure from the public purse ought not to be undertaken for the purpose that we have in view and that the money might more properly be devoted to what is called development. I should like to take this opportunity of commenting on those statements.

“In the first place the public purse of Uganda is filled by the taxes of the African people of Uganda, not because the other communities do not very willingly meet their obligations to the State, but because they are numerically so few that it is no exaggeration to describe

the revenue of this Protectorate as coming from the African people of it, who in any case are its primary producers; and they at least have, I am confident, no doubt about the propriety of expending these sums upon the foundation of a Higher College.

"As to development, it seems to me that that is precisely what this expenditure is—the development of the greatest and the most important resources that these territories possess—their people. It is surely a truth beyond question that, as the Swahili saying has it, *Mali ya nchi ni watu*—the wealth of a country is its people. If we are to develop that wealth to the full it can only be by means of the widest possible development of education.

"You may say that this is all very well, but it begs the question: what is education? There is indeed in modern times an inclination to suggest that education must be different for Africans because they are Africans: to speak of producing 'not a bad European but a good African', and so on. Well, in the technique of teaching, of course, you must adapt methods to circumstances—it would be silly, to put it at its simplest, to teach tropical Africans ice skating. But there is only one civilization and one culture to which we are fitted to lead the people of these countries—our own: we know no other and we cannot dissect the one we know and pick out this piece or that as being good or bad for Africans. There is good and bad in everything, and men must choose for themselves: it is the business of education to help them to that choice.

"We British are a Christian people, ourselves the products of the Christian schools and colleges of our native land, and the only civilization and culture we know is Christian. If we design to found a college, we mean by that a Christian College, not in any exclusive sense, for its doors will be open to all, but in a sense that the great liberal seats of learning in our own country are Christian.

"Our task, indeed, if we have any faith in our civilization and in ourselves, is boldly to lead the African peoples forward along the road we are ourselves following, confident that if we do that we shall have discharged our duty as guardian for them and shall have set them upon courses which, as they march onwards in the generations to come, will bring them ever closer to us and to the things in which we believe.

"That we can only do by establishing here a centre of learning and culture enjoying the security, the liberty of thought and teaching which are essential and, indeed, implicit in the word 'university'.

"That and no less is our aim; it will be a long and arduous task to attain it. But we shall certainly not achieve our purpose—or anything else of value for that matter—if we hold back timidly for fear that we may make mistakes, or for doubts if we are acting rightly. Of course we shall make mistakes, but we shall, God willing, make also much that is right and good and lasting, and rediscover perhaps in the process some of the firmness of purpose and the vigour in carrying it out which animated and inspired the men and women to whom we owe it that we are any of us here to-day. It is in that spirit that, in declaring this Conference open, I venture to suggest that you should approach the intricate questions upon which we have sought your advice."

Appendix II.

Text of the speech by the Governor of Uganda on the occasion of the cutting of the first sod of the foundation trenches of the new Higher College at Kampala on the 3rd November, 1938.

“Your Royal Highnesses, Your Excellencies, Your Highness, My Lords, Ladies and Gentlemen, it is a very great honour and privilege which has fallen to me to-day when I find myself in the happy position of welcoming Your Royal Highness, who has been so good as to interrupt your holiday and to come here for the purpose of cutting the first sod of the foundation trenches of the new College which we design to construct on this site. My first duty is to express to you on behalf not only of the Government and people of Uganda, but I hope I may say on behalf of the Governments and peoples of Africa, our sincere gratitude to you for your presence here to-day.

The occasion is one of great significance for the people of these countries, for it marks a further, and a great, step forward in the provision of the means of higher education for them.

That it has been possible for this function to take place to-day is due in the first place to the work of the Principal and Staff of the existing Makerere College in the last fourteen years, and to the labours of all those in Mission and Government Schools, throughout East Africa, which have resulted in there being available pupils for the more advanced courses which it has become possible to give. It is due, of course, to much more than that—to all the striving and high endeavour which have gone to the pacification and development of these countries, and to the men and women who have devoted their lives to them.

The greater part of the expense involved in this project is falling upon this Protectorate which, in addition to a contribution of £250,000 to the Endowment Fund, is providing £170,000 for the new buildings as well as making over to the College not only the whole of the land required but also existing buildings to the value of not less than £50,000. It is proper, therefore, that we should at this time pay tribute to the wise and prudent financial administration of the Protectorate by our predecessors, as well as to the efforts of the Agricultural Department and to the industry of the people which have resulted in the accumulation of the funds by which we have been enabled to do these things.

I must also take this opportunity of expressing in public our deep gratitude to His Majesty's Government for their promise of a substantial contribution to the Endowment Fund, and to the Governments of those neighbouring territories who also propose to make substantial contributions as well as to the Government of Buganda for a gift of £1,000 and a special grant of £4,000 to schools to mark this occasion. The Native Administration of Busoga has also made a most generous grant of £5,000 and other Native Administrations in the Protectorate have given sums amounting altogether to £2,000. Finally a few weeks ago I learnt that the Empire Cotton Growing Corporation has made us a munificent present

of £10,000 to build the Biology Laboratory of the College, and I welcome this opportunity of expressing publicly our very great gratitude for this help.

The plans of the buildings are displayed here, Sir, for you and our other distinguished guests to see, and we hope that you will agree that they are suitable for their purpose, not unworthy of the beautiful site upon which they are to be built and a great credit to Mr. C. T. Mitchell, the talented architect who has designed them.

There are at the present time 175 students at Makerere from Kenya, Tanganyika, Zanzibar and Uganda, and we have every hope that the number will increase as the schools from which they come raise their standards, and as the scope and activities of the College are increasingly extended.

We have, at any rate in Uganda, and I have no doubt it is the same with our neighbours, a great need for African professional men and women to undertake many difficult tasks in the development of the country, particularly in the struggle against diseases of human beings, animals and crops, and in the extension of a balanced and skilful agriculture whereby the rich land of the Protectorate may without deterioration be made to yield, to an ever increasing extent, the crops upon which we must rely for the future progress and prosperity of the people.

We are animated by a firm belief that the foundation of this College will be a great force in establishing in these countries the culture and traditions of the British Commonwealth of Nations and the common tongue which binds them together, and we believe that only by providing in this way a wide open door through which the peoples of East Africa may enter to take their share in these things can we implement to the full the duty of guardianship which we have undertaken.

But I must not detain this distinguished company by discoursing upon matters which I am confident are present in the minds of us all, and I therefore now ask you, Sir, to be so good as to cut the first sod of the foundations of the new Makerere College."

Appendix III.

Text of the speech by His Royal Highness the Duke of Gloucester before cutting the first sod of the foundation trenches of the new Higher College at Kampala on the 3rd November, 1938.

"I am very glad to have been able to come here to-day to cut the first sod of the foundations of this new College which is going to be built on this beautiful hill.

We are taking part in a ceremony which marks another stage in the relations of our country with the people of East Africa. These began when the great explorer Speke visited Uganda in 1862 and met the Kabaka Mutesa. Speke was followed in 1875 by Stanley, who was so struck by the great possibilities of the people and their country that he wrote an appeal in the form of a letter to the *Daily Telegraph*. His appeal was for missionaries to be sent from England to bring the Gospel to the people of Uganda, and it did not go unheeded. Within a few months the Church Missionary Society had despatched a first party of missionaries and they were soon followed by the White Fathers. Thus began the work of evangelisation and education which, after many years of toil and endeavour, has brought us, after sixty years, to the stage which has now been reached.

It is fitting that on such an occasion as this we should remember with gratitude the men and women whose labours have made the building of this College possible: and we must accord a high place among them to Lord Lugard who, as Captain Lugard, built his fort barely a mile from where we stand to-day and brought order out of the chaos and disturbances of the time. To him, more than to any other man, was due the establishment of the Protectorate over Uganda and the foundations of that state of peace and security which the country has enjoyed almost without interruption to this day.

It is owing to the goodwill between ourselves and the African people that education in East Africa has reached a standard that now makes a college possible and indeed necessary. Located, as is fitting, in Uganda it will serve the neighbouring territories. In one sense it will be new, but it has roots in the history of this part of Africa which go back for more than half a century, and it will inherit from the beginning a tradition of faith and service which it will do well to keep always prominently before it.

Many years ago that great man, Cecil Rhodes, used a phrase which has often been quoted since when he spoke of "equal rights for all civilised men". In that phrase, in fact, lies the whole conception upon which the British Empire is founded, and the justification for the great effort which is to be made in East Africa to establish a centre of culture and learning without which civilisation, as we understand it, cannot exist.

We believe that the justification of Empire is the opening of the way to progress and civilisation for all those who are members of it. We have no wish to deny our rich heritage of freedom and justice to those for whom we have assumed responsibility; on the contrary it is our tradition—and we are proud of it—that our wards grow in time to be our partners, sharing with us alike the benefits and the responsibilities of our Commonwealth.

For this to be possible they must have access in increasing numbers to higher education, in their own country, in surroundings familiar to them and at a cost within their means.

I know that the foundation of this College is a matter of great interest to His Majesty the King, my brother, who has such happy memories of his visit to this country. I have here a message from him which I shall read:

‘On the occasion of the cutting of the first foundation of the new College of Makerere, I wish to express to my loyal people of the East African Territories my cordial good wishes for the success of the great educational project which is being inaugurated to-day. The College will afford splendid opportunities for service and advancement, especially for African men and women, of which I am sure they will eagerly avail themselves. *George, R.I.*’

I wish all good fortune and success to the new Makerere College.

To the African people from whom the greater part of its students will be drawn I would say:

Here there is being offered to you, in your own part of Africa, a great opportunity for the years to come. You must strive manfully to avail yourselves of this opportunity and to ensure that your College shall become the equal of other centres of learning in other, and older, countries. You only, by your own endeavours, can do that, and you must be diligent and determined in it so that, with God’s help, you may succeed in acquiring an education in the truest sense, which is so aptly described in the Bible as follows:—

‘To know wisdom and understanding; to receive instruction in wise dealing, in righteousness and judgment and equity; to give subtility to the simple, to the young man knowledge and discretion: that the wise man may hear, and increase in learning, and that the man of understanding may attain unto sound counsels.’

Livestock, 1938.

Province and District.	Cattle.	Sheep.	Goats.	Swine.	Donkeys.	Horses.	Mules.	Camels.
BUGANDA.								
Mengo	139,883	48,670	318,301	965	6	6	..	..
Mubende	13,661	4,698	45,643	..	..	..	..	..
Masaka	84,470	11,809	54,422	Few swine. No records kept	..	..	..	..
Total	238,014	65,177	418,366	965	6	6	..	..
EASTERN.								
Busoga	151,899	32,024	175,237	..	..	..	..	..
Teso	381,303	44,835	148,085	2	44	10	..	..
Karamoja	300,000	550,000	320,000	12	25,000	..	1	80
Bugishu	168,994	72,541	143,881	24	131	3	..	..
Bugwere	140,127	35,976	147,408	..	9	..	..	..
Budama	99,674	26,017	66,782	21	18	9	..	..
Total	1,241,997	761,393	1,001,393	59	25,202	22	1	80
NORTHERN.								
Lango	474,259	116,380	190,042	..	20	2	..	..
West Nile	141,111	37,518	147,437	119	..	..	22	..
Madi	7,229	7,100	11,785	..	..	..	..	4
Acholi	102,109	35,697	56,591	..	16	..	..	..
Bunyoro	12,360	24,995	89,391	..	..	..	..	..
Total	737,068	221,690	495,246	119	36	2	22	4
WESTERN.								
Ankole	205,147	108,405	204,106	140	13	1	..	..
Kigezi	105,752	241,664	289,042	45	..	..	..	..
Toro	54,364	46,421	87,717	..	..	..	..	..
Total	365,263	396,490	580,865	185	13	1	..	..
GRAND TOTAL	2,582,342	1,444,750	2,495,870	1,328	25,257	31	23	84

European Agriculture, 1938.

Province and District.	Total Acreage Cultivated.	Coffee.		Para Rubber.	Tea.	Cotton.	Tobacco.	Miscellaneous.
		Arabica.	Robusta.					
		Acrea.	Acrea.	Acrea.	Acrea.	Acrea.	Acrea.	Acrea.
BUGANDA:—								
Mengo ..	15,776	2,125	5,101	8,467	1,784	7	..	113
Masaka ..	789	307	441	..	41	..	..	..
Mubende ..	190	..	190	..	..	..	..	..
TOTAL ..	16,755	2,432	5,732	8,467	1,825	7	..	113
EASTERN:—								
Busoga ..	820	60	600	..	..	..	54	106
Central ..	136	118	..	..	..	..	..	18
TOTAL ..	956	178	600	..	..	..	54	124
WESTERN:—								
Toro ..	3,108	2,270	140	..	589	..	..	109
NORTHERN:—								
Bunyoro ..	2,255	351	657	1,201	..	..	65	73
West Nile ..	165	115	..	..	..	..	50	..
TOTAL ..	2,420	466	657	1,201	..	..	115	73
GRAND TOTAL ..	23,239	5,346	7,129	9,668	2,414	7	169	419

NOTE.—1,913 acres are interplanted areas.
Compiled from 147 returns.

Asiatic Agriculture, 1938.

Province and District.	Total Acreage Planted.	Coffee.		Para Rubber.	Sisal.	Sugar Cane.	Cotton.	Tobacco.	Tea.	Miscellaneous.
		Arabica.	Robusta.							
		Acre.	Acre.	Acre.	Acre.	Acre.	Acre.	Acre.	Acre.	Acre.
BUGANDA:—										
Mengo	7,228	53	396	645	..	5,410	49	100	470	105
Masaka	457	..	51	100	..	223	51	..	..	32
Mubende	..	..	..	..	..	..	..	..	..	..
TOTAL	7,685	53	447	745	..	5,633	100	100	470	137
EASTERN:—										
Busoga	10,403	25	273	400	..	9,679	..	171	..	..
WESTERN:—										
Toro	40	40	..	..	..	..	..	..	..	..
NORTHERN:—										
Bunyoro	7,235	..	..	..	7,200	..	..	35	..	..
GRAND TOTAL	25,423	118	720	1,145	7,200	15,312	100	306	470	137

NOTE.—85 acres are interplanted areas.
Compiled from 23 returns.

Comparative Statement Sh

Articles.	Unit of Quantity	1934.	
Grain and flour	<i>Cwt.</i>	6,379	
Feeding stuffs for animals	<i>Ton</i>	272	
Chillies	<i>Cwt.</i>	2,906	
Coffee, raw, hulled	"	153,556	1
Salt, other	"	3,557	
Sugar, refined	"	294,685	2
Tea	"	247	
Other articles of food and drink	<i>Value</i>	..	
Cigarettes	<i>Lbs.</i>	64,848	1
Tobacco, manufactured	"	10,057	
Tobacco, unmanufactured	"	912,346	4
Timber	<i>Cub. ft.</i>	31,609	
Tin ore	<i>Ton</i>	440	
Cotton, raw	<i>Cental of 100 lbs.</i>	1,142,568	1,0
Sisal	<i>Ton</i>	..	
Seeds, cotton	"	35,689	
Seeds, sesame	"	1,375	
Groundnuts	"	288	
Hides	<i>Cwt.</i>	16,036	
Skins	<i>No.</i>	83,667	1
Rubber, plantation, raw	<i>Cental of 100 lbs.</i>	3,269	
Ivory, elephant	<i>Cwt.</i>	453	
Other unmanufactured articles	<i>Value</i>	..	
Methylated spirits	<i>Imp.gals</i>	2,724	
Other articles	<i>Value</i>	..	
Gold bullion	<i>Oz.Troy</i>	6,621	
TOTAL	

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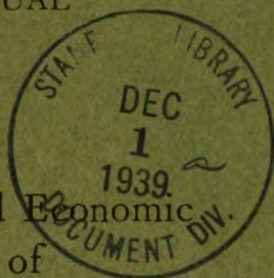
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NIGERIA

ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF NIGERIA FOR 1938.

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NIGERIA

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CHAPTER I.

GEOGRAPHY, CLIMATE AND HISTORY.

1. The Colony and Protectorate of Nigeria is situated on the northern shore of the Gulf of Guinea. It is bounded on the west and north by French Territory and on the east by the former German Colony of the Cameroons. Great Britain has received a Mandate over a small portion of the Cameroons (34,081 square miles) which for purposes of administration has been placed under the Nigerian Government. As the remainder of the Cameroons is administered by the French also under a Mandate, for practical purposes all the Nigerian frontiers march with the French.

2. Nigeria is the largest British dependency in Africa, and has a total area (including that of Mandated territory) of 372,599 square miles, of which the administrative region known as the Northern Provinces comprises 281,703 square miles. Along the entire coast line of Nigeria lies a belt, from ten to sixty miles in width, of mangrove swamp forest intersected by the branches of the Niger Delta and other rivers which are interconnected by innumerable creeks. The whole constitutes a continuous waterway from beyond the western boundary of Nigeria almost to the Cameroons. North of this region is a zone from 50 to 100 miles wide of tropical "rain forest" and oil palm bush which covers the greater part of the central and eastern provinces of the South. Beyond this the vegetation changes, as the elevation rises, from open woodland to grass savannah interspersed with scrubby fire-resisting trees; this covers the greater part of the Northern Provinces, except the extreme north, where desert conditions prevail. Nigeria possesses few mountains except along the eastern boundary, though parts of the central Plateau rise over 6,000 feet above sea level. In addition to the Niger and Benue, which during the rainy season are navigable by steamers as far as Jebba and Yola respectively, there are various important rivers of which the Cross River is the largest. Except Lake Chad in the extreme north-east there are no large lakes.

3. Although Nigeria lies entirely within the tropics the climate of its northern regions is in fact more nearly of sub-tropical than of tropical type,

for there is a long dry season from November to April when there is considerable diurnal variation of temperature and the harmattan wind blows from the desert laden with fine particles of dust. The climate of southern Nigeria is more characteristically tropical ; the rainy season there is long and the relative humidity and temperature vary comparatively little throughout the year. In 1938—an exceptionally dry period—58.68 inches of rain were recorded in Lagos ; the average at Katsina in the extreme north is 28 inches, and at Forcados on the Niger Delta 145 inches.

4. The West Coast of Africa first became known to Europe at the end of the fifteenth century through the discoveries of the Portuguese, and in the seventeenth and eighteenth centuries the development of the slave trade with America made it the scene of great commercial activity. The endeavour of the British to suppress what remained of this trade in the early part of the nineteenth century led, amongst other events, to the foundation of the Colony of Lagos in 1862.

5. The northern part of Nigeria, although vaguely known to Arab geographers of the fourteenth century who were acquainted with the Negro kingdoms of the Western Sudan, remained unknown to Europe until, towards the end of the eighteenth century and in the first half of the nineteenth, the explorations of Mungo Park, Clapperton, the Landers, Barth and others made known the true course of the Niger and the existence of the organised states of the interior. These discoveries led to attempts to open the country to overseas commerce, and, despite very heavy mortality in the early years, trading posts were by 1860 established on the banks of the Niger and the Benue. In 1879 the various British firms were amalgamated and in 1887 they were granted a Royal Charter and became known as the Royal Niger Company, Chartered and Limited.

6. In 1885 the British claim to a protectorate over Nigeria was recognised by the Berlin Conference, and that part of the country which was not included within the Lagos territories or the sphere of the Chartered Company was placed under Foreign Office administration as the "Oil Rivers Protectorate", later named the "Niger Coast Protectorate".

7. By 1900 the Chartered Company had passed its period of usefulness and its Charter was revoked on the 1st of January, 1900. The northern part of its territories became the Northern Nigeria Protectorate, whilst the southern was combined with the Niger Coast Protectorate under the name of the Protectorate of Southern Nigeria, and both were placed under the Colonial Office.

8. In 1906 the Colony of Lagos and its protected territories were combined with the Protectorate of Southern Nigeria and designated the Colony and Protectorate of Southern Nigeria, with Lagos as the seat of

Government, and on the 1st of January, 1914, the Northern and Southern Protectorates were amalgamated to form the present Colony and Protectorate of Nigeria.

CHAPTER II.

GOVERNMENT.

9. The main political divisions of Nigeria are the Colony of Nigeria and two groups of Provinces, known as the Northern and Southern Provinces, which together form the Protectorate. The whole country is under the control of a Governor and Commander-in-Chief to whom the Chief Commissioners of the Southern and Northern Provinces and the Commissioner of the Colony are responsible. The Governor is assisted by an Executive Council consisting of certain senior officials. By Order in Council dated the 21st of November, 1922, the former bodies known as the Nigerian Council and the (Colony) Legislative Council were abolished and a larger Legislative Council was substituted for them. This enlarged Legislative Council consists of:—The Governor, as President; not more than thirty Official Members; three elected Unofficial Members representing the municipal area of Lagos and one representing the municipal area of Calabar; and not more than fifteen nominated Unofficial Members. These fifteen are selected to include nominees of the Chambers of Commerce of Lagos, Port Harcourt, Calabar and Kano, of the Local Council of the Nigerian Chamber of Mines, and of the Banking and Shipping interests, together with members representing African interests in parts of the Colony and the Southern Provinces of the Protectorate which do not return elected representatives to the Legislative Council. The first elections of unofficial members for Lagos and Calabar were held in 1923 and aroused the keenest interest. The new Legislative Council was inaugurated by the Governor in the same year.

10. This Council legislates only for the Colony and the Southern Provinces of the Protectorate and the Governor continues to legislate for the Northern Provinces of the Protectorate. The power of taxation in the Northern Provinces is left with the Governor and the scope of the Legislative Council in financial affairs is confined to the Colony and Southern Provinces, except that the sanction of the Council is required for all expenditure out of the funds and revenues of the Central Government which is incurred in the Northern Provinces.

11. Each of the twelve northern and eleven southern Provinces comprised in the Protectorate and the Cameroons under British Mandate is in the charge of a Resident responsible to one or other of the two Chief Commissioners. The Commissioner of the Colony ranks as a Resident but is responsible to the Governor direct.

LOCAL ADMINISTRATION.**Colony.**

12. The Colony, that is the area round Lagos, was, till the 1st April, 1938, administered under the system known as " Direct Rule ", the functions of Government being, in theory at least, executed by British officers. In practice, however, much assistance was given by village chiefs and elders, particularly in the settlement of petty cases which might otherwise have been brought before the Supreme Court.

13. For administration the Colony is divided into four parts—Lagos Township and the Districts of Badagri, Epe and Ikeja ; its total population is 324,444.

14. The affairs of Lagos Township are controlled by a Town Council consisting of four elected members and seven members appointed by the Governor, with the Commissioner of the Colony as President *ex officio*. Three of the appointed members are officials. The Council derives the bulk of its revenue from a rate for water and general purposes and from licence fees, market dues, etc., and expends it mainly upon health measures. For the year 1937-38 Government made a grant of £20,000 to the Council, but on the 1st April, 1938, the latter assumed financial independence, and instead of a grant Government now pays a sum in lieu of rates on its property in the Township. Negotiations are still proceeding as to the apportionment of certain other items of revenue and expenditure between the Government and the Council but it is clear that in the future the municipality will be primarily dependent on the rating system for its revenue. Purely political affairs are not in the sphere of the Council, but are in the hands of the Commissioner of the Colony.

15. There is also in Lagos a body of traditional Chiefs, of whom the " Oba " (or crowned head) is the principal ; although they have no part in the administrative machinery of the Township, they exercise influence in the community and provide the Commissioner of the Colony with valuable points of contact with the people.

16. On the 1st April, 1938, a form of local government, on the lines of the system in force in the rest of Nigeria, was inaugurated in the Districts outside Lagos Township, and separate Native Administrations have been established in four areas, each with its own Native Treasury and Native Court or Courts. In the other parts of the Districts Administrative Officers were gazetted as Native Authorities as a temporary measure and administered Native Treasury funds in consultation with the village authorities concerned. Investigations pursued in these areas as to the possibility of creating further Native Administrations have given promising results.

17. The new Native Administrations are based on the village councils, whose traditional elasticity ensures their being reasonably representative. They have already promulgated various rules and bye-laws for the control of markets, the enforcement of sanitary measures and the like, while the village councils have not only undertaken the collection of tax but also helped to introduce a system by which assessment is adjusted to the means of the individual. The idea of local responsibility for local finance has been welcomed and is doing much to dispel the political apathy that formerly characterised these areas.

Northern Provinces.

18. The Northern Provinces are administered under the system known as "Indirect Rule", whereby the local functions of Government are for the most part delegated to the native chiefs or councils acting under the supervision and with the assistance and advice of the British Administrative Staff. The local authorities so constituted are known as "Native Administrations", and are responsible to the Governor for the peace and good order of their respective areas, in so far as persons legally subject to their jurisdiction are concerned. The District Heads and Village Heads complete the chain of executive responsibility, each answerable through his superior for the area in his charge. These, and also the Native Administration's Courts, prisons and police, are financed by its Treasury, into which is paid its share (50 per cent to 80 per cent according to status; the balance is appropriated to the central government) of the taxes that it collects as well as the total receipts of its Courts and various minor fees. The revenue and expenditure of each Native Treasury are shown in its annual Estimates, which are approved by the Governor, but are not subject to the control of Legislative Council.

19. The Native Administrations also undertake such services as their means permit, the technical branches being supervised by European officers of the appropriate Departments, paid by the central government. Hospitals, dispensaries, schools, roads and motor transport are thus provided and maintained, and some of the larger Native Administrations have embarked on the public supply of electricity and water and keep their own survey and printing departments. The Railways, trunk roads, mines-field survey, Township works, central hospitals, etc., fall outside the sphere of the Native Administrations and, like the Government troops and police, are directly controlled by officers of the central government departments concerned.

20. The prototype of the system of administration through District and Village Headmen was found in the Northern Emirates at the time of the British conquest and for reasons of expediency was in the early years of the Occupation adopted as a pattern throughout the Northern Provinces, as well in pagan as in moslem country. The system has had a wide measure

of success, but in many pagan areas it conflicted with the indigenous arrangements and ideas, and so failed to enlist the willing co-operation of the people, without which little progress can be expected. Of recent years, however, the policy of Government has been to promote close investigation of pre-existing institutions, especially in pagan areas ; armed with the knowledge so obtained administrative officers have been able to enter into effective consultation with the people regarding the development of local self-government on lines which the latter could understand and approve. From such consultation definite proposals have been evolved for a large number of political reorganisations, the results of which have for the most part been satisfactory, in so far as they may be assessed in the short time that has elapsed since the new arrangements have been in force.

21. In this respect the year 1938 has been devoted less to innovation than to development and consolidation of political reforms previously planned or inaugurated. Thus in the Adamawa Province proposals approved in principle in 1936 and 1937 are being progressively implemented in the light of further detailed inquiry and discussion with the communities concerned. In the northern districts of the Province four large pagan groups (three Marghi, one Hiji) now have their own Courts and regional Councils : three of these include mutually independent and, till recently, jealous villages, while the fourth group, an ancient confederacy of closely associated clans, was formerly one of the most truculent and lawless in the Province. In the southern districts the long contemplated Chamba Federation came into being in May, 1938,—an important step towards restoring political consciousness to a large part of a widely extended and once powerful tribe. All these bodies are subordinate to a moslem Native Authority—the Lamido (Emir of) Adamawa—and their institution marks an interesting attempt to reconcile local self-government with the historical suzerainty of the Fulani conqueror. It is too early to gauge the true value of these reforms, but the start has been promising and efficiency should increase as the members of the new councils gain experience of practical administration.

22. Similar developments have occurred in the Kabba Province, where the Yagba and Ijumu clans have set up elected councils as the form of government best suited to their needs, and in the Plateau Province, where at the Montol people's request an arbitrary Headman has been replaced as Native Authority by the traditional Priest-chief and Council. Here, as elsewhere, there have been signs that tribal authorities formally recognised in recent years are taking their duties with increasing seriousness : the hitherto turbulent Pankshin Division has had an exceptionally peaceful year, and in the Southern Division of the same Province a serious affray was prevented by the prompt action of the Eggon elders in taking control of the dispute at the outset.

23. In the Idoma Division of the Benue Province, on the other hand, an interesting movement is afoot in some Districts for a return to personal chieftainship, and there are signs that the early enthusiasm of the people for democratic devolution of authority is on the wane, largely on account of the difficulty that Council members experience in reaching agreement on any subject. In the Tiv Division, where authority is vested in a large number of mutually independent Clan Councils, there has been an agitation fomented by the local intelligentsia and salaried office holders for the appointment of a paramount chief to co-ordinate the activities of the tribe ; at present there is only a periodical assembly of clan representatives which acts as an Appeal Court but has no authority over the Clan Councils. The members of these have not responded favourably to the agitation, and it remains to be seen whether the latter is merely factitious or is part of a wide-spread inclination towards personal rule.

24. In the great Emirates of the North attention has been concentrated on detailed improvement of the existing machinery of government both at headquarters and in the districts and villages. Particular efforts have been made to foster amongst village headmen a sense of solidarity with the Emirates in which their lot is cast, and conferences for them as well as for District Headmen have been a feature of the year. In the Kano Emirate village and district Agricultural Shows have been started for the encouragement of better husbandry and, incidentally, to provide a common meeting ground for people of all classes.

25. Many of the more important chiefs, both moslem and pagan, visited Lagos during the year and saw much that was of interest to them ; the first sight of the sea and the Mail vessels never fails to make a deep impression. Visits and meetings between chiefs have also been frequent, and such intercourse has done much to dissolve old antagonisms and prejudices. Such journeys, usually undertaken without the company of an Administrative Officer, have proved most valuable in broadening the outlook of the native rulers, giving opportunity for the exchange of ideas and fostering a spirit of co-operation amongst them.

Southern Provinces.

26. In the Southern Provinces the system of Indirect Rule through Native Administrations was first applied to the four Yoruba Provinces and to parts of Benin and the Cameroons Province between 1919 and 1922, but it was not till 1928 that it was adopted throughout the territory. The Native Administrations thus differ from one another in their antecedents, and there is also a great diversity in the origins, customs and degrees of development of the peoples that they serve. Little detailed uniformity of constitution or operation is therefore to be expected ; the Native Administrations may, however, be divided into two broad categories according

to their general characteristics—on the one hand those of the Yoruba Provinces (Abeokuta, Ijebu, Ondo and Oyo) and parts of Benin, on the other those of the remainder of the Southern Provinces.

27. The first category contains comparatively well organised native units which had maintained to a large degree their indigenous forms of organisation, and had been ruled through their chiefs, such as the Alafin of Oyo and the Oni of Ife. The Native Administrations, are therefore, controlled by such chiefs, or by confederations of chiefs, who administer their own territory through their own native institutions. The autocratic powers of these chiefs are limited by the existence of councils and, in order to enlist the support of the literate classes these councils have in certain cases been strengthened by co-opting persons in virtue of their education or personality rather than their traditional prerogatives. These Native Authorities in large measure control the Native Treasuries; and moreover, although Government Ordinances continue to apply, responsibility for enforcing many provisions of the laws is, at the request of the chiefs and councils concerned, being assumed by the Native Authorities. Minor legislation is also enacted by these authorities under the Native Authority Ordinance for such purposes as sanitation, the control of markets, the protection of particular trades and the licensing of bicycles. Public works of various degrees of magnitude are undertaken and maintained under the control of these Administrations. Briefly, therefore, it may be said that with increased experience, efficiency and confidence these Native Administrations are gradually assuming part of the responsibility which had formerly been borne entirely by Government. One of the main political events of the year was the separation of the Ijebu Remo Area from the Ijebu Native Administration on the 1st April, 1938, in accordance with the recommendation of a Commission of Inquiry. The two Native Administrations have since worked side by side without undue friction and show promise of satisfactory development. Researches into the indigenous customs of the people have continued in the Benin, Ijebu, Ondo and Oyo Provinces. Reorganisation as a result of these researches has been popular and Native Authorities are showing an increased interest in financial matters, encouraged by the grant of further financial responsibility and the opening of more Native Treasuries.

28. In the second category are comprised tribes of various degrees of development, none of which has reached the stage achieved by those of the first division. The constitution of the Native Administrations in many areas has not yet been finally determined and every effort is now being made to find satisfactory solutions to the many problems which arise in the attempt to evolve a system of Native Administration based on the indigenous organisations. The problem is rendered none the less difficult by the fact that all these people have already experienced a considerable period of direct European rule. One of the chief tasks of Government in these areas

is to give the people an opportunity to gain experience and confidence in administering their districts and thus increase the efficiency of the indigenous institutions, which were in many cases called into existence by social rather than administrative requirements as we understand them to-day. It follows therefore that the training of the reorganised Councils and their officials will be a slow and lengthy process. The representative character of Councils has been stressed, and this policy has met with considerable success. An increasing interest is being taken in finance, and in some cases the clans have framed their own estimates and have been responsible, entirely unaided, for the prompt collection of tax.

29. Reorganisation in this second group has continued during the year, and of the intelligence reports on individual tribes and clans, containing proposals for administrative, judicial and financial reorganisation, eleven have received the final approval of Government. A total of 365 clans and tribes has now been reorganised; the popularity of the changes is undoubted, and all districts report steady progress and increased interest in local government in the areas affected. The clan and tribal councils continue to gain confidence and to take upon themselves more of the duties which have hitherto been carried out under direct European supervision.

30. Previous reorganisation schemes in certain areas have now been in operation for a considerable period, and it has been possible for the people to discover by experience the strength and the weaknesses of their new constitutions, and to formulate schemes for development and improvement. The result has generally been a reaction from the early system of very small administrative and judicial units each with its council and court consisting of many members, and a marked tendency to limit the number of representatives composing these administrative and judicial bodies and for the small units to amalgamate into larger ones which can bear more responsibility. Greater efficiency is thus attainable, but the advantage would have been offset by local jealousies had such measures been imposed from above in the first instance.

CHAPTER III. POPULATION.

Ethnography.

31. The predominant type in the population of Nigeria is that of the "West Coast Negro". As might be expected, this is to be found with greatest uniformity and least dilution in the heavily timbered country of the South-east, where overland migration has always been difficult and unattractive. In the North and West other stocks have mingled with the substratum and in some regions overlaid it—if indeed it was originally present there. The Fulani and Shuwa Arab, for example—the former

widely but thinly distributed north of the forest zone, the latter practically confined (in Nigeria) to the neighbourhood of Lake Chad—represent types very far removed from the Negro, and may be roughly described as “Mediterranean” and “Semitic” respectively. It should be added that there are many conflicting theories as to the origin of the Fulani, and that all that is certainly known is that their ancestors spread westwards between the desert and the forest, reaching Bornu from Melle in the fourteenth century, and that they are to be found to-day in scattered communities over the whole extent of the Western Sudan, from Cape Verde to the Kordofan. Between the extremes represented by pure Fulani, Arab and Tuareg on the one hand and the Forest Ibo on the other there exists a great variety of physical type, language and culture, the result of long and extensive intermingling of immigrant stocks, such as Berber, Bantu and Nilotic Negro, and in all but a few areas it is impossible to draw definite lines of ethnic demarcation.

32. The term “tribe” is highly misleading as applied to the peoples of Nigeria, inasmuch as most of the groups on which it is commonly conferred lack both self-consciousness and political focus as such, and often include a considerable diversity of ancestral stocks. For descriptive purposes, however, it has been customary to list certain major groups, in most of which the distinguishing characteristic is language; some of these are localised, and in a few there is physical homogeneity and belief in a single derivation. But neither political nor ethnic ideas should in general be attached to such categories, for in Nigeria scientific ethnography is possible only as a product of the closest study and correlation of local histories, traditions and culture, and language is often fallacious as a guide to racial affinities. Subject to this caveat the following table showing the strength of ten major “tribes” may be reproduced from the records of the 1931 Census.

Hausa	3,604,016
Ibo	3,172,789
Yoruba	3,166,154
Fulani	2,025,189
Kanuri	930,917
Ibibio	749,645
Tiv	573,605
Edo	507,810
Nupe	326,017
Ijaw	156,324

33. The *Hausa* are simply a linguistic group, consisting of those who speak the Hausa language as their mother tongue and do not claim Fulani descent, and including a wide variety of stocks and physical types; the greater part of this group is found in the northern Emirates. The *Fulani* are intermingled with the “Hausa” and include all who claim descent (often only in the male line) from the true Fulani stock, which is to-day preserved only amongst the nomadic herdsmen (“Cow Fulani”) and a

minority of settled communities which have escaped intermarriage with the indigenous people. A majority of those listed as "Fulani" speaks the Hausa, not the Fulani, language as its mother tongue. The *Kanuri*, largely localised in the Chad basin, are a linguistic group, but have more physical homogeneity than either of the two already mentioned and a political focus in the ancient Kingdom of Bornu. The *Tiv* may properly be termed a "tribe", for they form an almost solid block occupying a limited region on the lower Benue, have a conspicuous uniformity of language and physique and believe themselves to represent a fairly recent immigration from the south-east; moreover they possess the germ of political unity, which is being sedulously fostered under their present administration. The *Nupe* are partially localised in the valley of the River Niger above its confluence with the Benue, and, like the Hausa, are a linguistic group including various stocks and dialects and, since the Fulani conquest, divided amongst a considerable number of states.

34. The remaining groups, all linguistic, belong to the Southern Provinces, except a considerable minority of the *Yoruba* resident in the south-western part of the Northern Provinces. *Edo* (or "Idu") is the native name for Benin and has been applied to those who speak the language of that place, the seat of a powerful dynasty which has at one period or another dominated most of the "Edo-speaking people" or their ancestors. None of the other groups mentioned preserves any recent tradition of political unity, and both *Ibo* and *Yoruba*, especially the former, include a diversity of physical types, while many *Ibo* dialects differ so much amongst themselves as to be practically distinct languages. *Yoruba*, however, is spoken with some uniformity throughout the ancient kingdoms of the south-west, and with the spread of literacy is developing a literature of its own. The *Ibo*-speaking peoples form an extensive and fairly solid block immediately to the east of the lower course of the Niger, but like their neighbours, the *Ijaw* on the south-west and the *Ibibio* on the south-east, seem never to have developed any political organisation higher than that of the town or small group of villages.

35. In addition to the ten listed above there is a very large number of minor linguistic groups, some comprising tens of thousands of individuals, others limited to single villages. These together account for the balance of 4,683,044 (1931 Census) not included in the ten main divisions of the population. Many of these minor groups still vigorously preserve their distinctive languages and customs, but with improved communications there is a growing tendency towards assimilation, particularly in the North by reason of the spread of Islam and Hausa language. Throughout the greater part of the Northern Provinces Hausa is the language of the markets and trade routes, and, like Swahili in East Africa, but to a more limited extent, is becoming the *lingua franca* of that region.

General.

36. The population of Nigeria, including mandated territory, as found from the Census of April, 1931, was 19,928,171 persons, inclusive of natives of Nigeria, native foreigners and non-natives. 20,582,947 was the estimated total at the 31st December, 1938.

37. The total area of Nigeria, including mandated territory, is 372,599 square miles, and the average density of population is 55.24 persons per square mile. The density for Nigeria, excluding mandated territory, is 56.5, while for mandated territory only it is 16.4 persons per square mile. Particulars of the population and density for each province as at the date of the 1931 Census are given in Table I at the end of this chapter.

38. Table II gives the percentage composition of the whole population by sex and adolescence for each province. For the whole of Nigeria there are, according to the Census figures, 1,115 adult females and 1,291 children per 1,000 adult males.

39. The excess of adult females over adult males is almost identical in the Northern and Southern Provinces in spite of the marked difference in their climatic and economic conditions. The number of children under 15 is 1,154 per 1,000 adult males in the Northern Provinces, while the reported figures for the Southern Provinces give 1,496 children to 1,000 adult males. The latter figure may be an excessive estimate, as a few counts in limited areas of the Southern Provinces show only 1,232 children per 1,000 adult males, and the most reasonable estimate for the Southern Provinces (*vide* Volume I, page 21 of the Census of Nigeria, 1931) would appear to be 1,300 children per 1,000 adult males. The difference in the proportion of children in the Northern and Southern Provinces, if these figures are correct, suggests that there is either a greater adult mortality in the South, or that the birth-rate in the South is tending to rise. The latter contingency is unlikely in view of the general fall of the birth-rate all over the world and in the only parts of Nigeria for which adequate vital statistics are available.

Birth and Death Rates.

40. The registration of vital statistics has been in operation in Lagos since 1867, and has during the present century reached a very fair standard of accuracy. Outside Lagos registration is compulsory in certain townships and is attempted in some of the better organised Emirates in the Northern Provinces. The Emir of Katsina introduced registration in Katsina Town in 1911 and later certain other native administrations in the Northern Provinces have followed suit; at the present time returns are received from various northern areas, while data are also available for several individual towns, since 1928 or 1929. Except in a few special areas registration is imperfect, but some of the resultant crude birth and death-rates probably provide an indication of the facts. The following are the figures for 1930 in the more reliable areas of the Northern Provinces :—

Province	Place	Population 1931	Crude Rates per Mille	
			Birth	Death
Benue	Abinsi Town	1,339	73	35
"	Doma "	4,953	52	42
Kano	Kano City	89,162	35	30
"	Hadejia Emirate ..	198,168	30	29
Plateau	Jos Hausa Settlement	5,681	34	52

It must be borne in mind that towns, particularly the larger ones in Nigeria, usually contain an abnormal proportion of the reproductive and death-resistant fraction of the population between the ages of fifteen and forty-five, so that the number of births is deceptively large and the number of deaths deceptively low, as compared with an area unaffected by emigration and immigration. A correction has to be applied to the crude birth and death-rates of towns largely composed of immigrants. Thus for Lagos in 1931 the crude birth and death-rates must be multiplied by 0.89 and 1.37 respectively to give standardised rates. Somewhat similar corrections are probably required for the northern towns listed above.

41. Our only exact knowledge of the *trend* of the birth-rates and death-rates is derived from Lagos data, for which the corrected rates are given below for some of the last twenty-eight years. The population figures upon which the rates are based have been compiled from a formula prepared by the Government Statistician in 1931.

LAGOS 'CORRECTED' BIRTH AND DEATH RATES.
(including Ebute Metta, Apapa and the Urban Area generally.)

Year	Birth-rate	Death-rate
1911	29.5	36.6
1916	24.9	30.3
1921	24.5	31.1
1926	24.1	34.0
1931	22.0	17.4
1932	24.1	17.5
1933	23.7	20.2
1934	26.8	19.3
1935	26.4	18.9
1936	23.7	18.9
1937	22.9	23.3
1938	24.1	21.6

The rise in the death-rate in 1937 reflects an increased mortality from diseases of the respiratory system.

42. As the expectation of life of males in the decade 1921/30 was 36.4 years, and in 1931 was 40.1 years (for Yoruba males), there has been an improvement in longevity in Lagos during recent times. This is no doubt due partly to the improvement in sanitary conditions, but there is another factor which must be taken into consideration, namely the immigrant population from the countryside, which consists mainly of the virile elements between twenty-five and thirty-five years of age.

43. Outside Lagos the evidence for longevity is less definite, but the evidence provided by the intensive census in the Katsina Emirate and by the medical census indicates that the expectation of life at birth is from twenty-two to twenty-five years for persons living in rural areas in Nigeria.

Infantile Mortality.

44. Fairly exact figures are available in Lagos, and the data obtained from the areas visited by the medical census officers in 1930-1932 are moderately reliable. The following are the estimates of infantile mortality in rural areas obtained in the medical census :—

Cameroons, Forest Zone	..	289	per 1,000 live births.
Cameroons, Hill Zone	.. ..	251	” ” ” ”
Creek Area	.. ..	233	” ” ” ”
Bakori (Zaria Province)	.. ..	182	” ” ” ”
Laminga (Benue Province)	.. ..	252	” ” ” ”

For Lagos township (including Ebute Metta) there has been a drop in the infantile mortality, which in 1900 stood at the high figure of 430 per mille of live births, to 102 in 1932.

45. The figures for some recent years for Lagos, including Ebute Metta, are shown in the table below, which gives also the percentage of still births :—

<i>Year</i>	<i>Infantile Mortality per 1,000 live births</i>	<i>Still births per cent on live births</i>
1921	285	5.6
1923	264	5.0
1925	238	4.1
1927	175	3.2
1930	129	3.6
1931	112	2.3
1932	102	3.4
1933	137	3.0
1934	119	2.5
1935	129.6	3.0
1936	139.8	3.1
1937	130.2	3.08
1938	123.6	3.4

Of the whole mortality in the first year forty-three per cent occurs in the first month of life, according to the 1930-31 data of Lagos Township.

Fertility.

46. The evidence provided by the Intensive and Medical Censuses shows that the average number of live births per woman for completed marriages, that is to say for women attaining the age of forty or over, varies from about 5 among Hausas and Fulani in the North, to 7.6 among the Ijaw of the Ondo Province in the South. Among the northern tribes the Fulani and Tuareg have the highest and the Nupe the lowest effective fertility, as determined by the number of children alive per mother. This is consistent with the large increase in the number of Tuareg during the decade 1921-31, and with the decrease in the number of Nupe, who show a fall of 5.8 per cent in numbers during the period. The increase in the number of Fulani (3.9 per cent) is not as large as might have been expected from their fertility : but the factors of death and migration may account for the difference between the expected and actual increase in population.

47. Fertility diminishes rapidly with age over the whole reproductive period, particularly among the Ijaw, among whom a woman of thirty-six has a potential fertility of less than one-sixth of a woman of seventeen years of age. The general trend of fertility and age follows that found for women in Northern India, where, however, the decrease of reproductive capacity with age is somewhat smaller than it is in Nigeria.

Migration.

48. The estimated number of immigrants from outside Nigeria is just over 240,000 persons. Over 80 per cent of native foreigners in Nigeria are immigrant, while 98 per cent of non-natives come from countries outside Nigeria.

49. The total numbers of native foreigners and non-natives in Nigeria in 1931, the year of the last census, were as follows :—

	<i>Native Foreigners</i>	<i>Non-Natives</i>
Nigeria	27,207	5,442
Northern Provinces ..	10,589	1,825
Southern Provinces ..	16,618	3,617

50. The classification of non-natives in 1931 was as follows :—

	<i>Northern Provinces</i>	<i>Southern Provinces and Colony</i>	<i>Nigeria</i>
British	1,217	2,474	3,691
Syrian	104	235	339
German	7	258	265
French	38	108	146
Indian	39	96	135
American (U.S.)	91	35	126
Others	329	411	740
TOTAL	1,825	3,617	5,442

The number of non-natives has risen by more than 50 per cent in the course of the succeeding seven years, as is shown in the following table of figures for the 31st December, 1938.

<i>Nationality</i>	<i>Male</i>	<i>Female</i>	<i>Total</i>
British	3,926	1,661	5,587
Syrian	627	191	818
German	459	111	570
French	282	62	344
American	129	156	285
Greek	149	19	168
Swiss	132	22	154
Dutch	75	16	91
Italian	62	6	68
Danish	5	15	20
Others	89	29	118
TOTAL	5,935	2,288	8,223

51. The extent of overland emigration from Nigeria is unknown, but the Pilgrimage from the Northern Provinces to Mecca probably constitutes the bulk of it, and it has been estimated that at any one time there are about 73,000 natives of Nigeria actually *en route* between Lake Chad and Arabia. An effort has been made during the year for the further regulation of this traffic by making compulsory a form of passport which involves a deposit to cover certain necessary expenditure on the journey; this should prevent the large and distressing amount of destitution which occurs among the pilgrims.

52. Some indication of the movement of persons to and from Nigeria is afforded by the fact that in 1938 3,954 non-natives and 14,958 natives arrived at Lagos by sea, and 3,290 non-natives and 14,144 natives left in the same manner. Of the natives and native foreigners so entering and leaving Lagos about 2,500 each way would be travellers by inland waterways who for the most part would remain in the country. Across the western border of the Southern Provinces there is a constant interchange of population between Dahomey and towns in the Ilaro Division, and also Ogbomoshoh in the Ibadan Division ; many of the inhabitants of the latter place have trading connections in Dahomey.

53. The internal movement within Nigeria is very large, many villages in the Northern Provinces, particularly those near the French frontier, containing more than 50 per cent of persons who are immigrant from other localities. Lagos Township in 1931 had 58 per cent of persons who were born outside the Municipal Area ; Kano is reported to have a 'floating' population of over 10 per cent. To this latter figure a percentage of the so-called 'permanent' population must be added to give the total number of immigrants. Large mercantile towns, such as Lagos, attract, in particular, persons of the younger adult ages, who come in great numbers between the ages of twenty and thirty in search of a livelihood. A large proportion of these returns home after the age of forty. In the remoter districts, such as those of the Cameroons, internal movement is much smaller, over 98 per cent of the persons enumerated in certain of the Forest and Hill Zone villages having been born locally. During the cocoa season in the Southern Provinces there is an influx of natives from the Northern Provinces seeking employment as labourers.

TABLE I.
POPULATION OF NIGERIA BY PROVINCES, SEX AND ADOLESCENCE AT 1931 CENSUS.

Province	Area in Square Miles	POPULATION					Density per Square Mile
		Total	Adults		Non-Adults (1)		
			Males	Females	Males	Females	
NIGERIA	372,674	19,928,171	5,850,701	6,521,952	3,728,784	3,826,734	53
NORTHERN PROVINCES	281,778	11,434,924	3,499,225	3,898,479	2,041,237	1,995,983	41
Adamawa (2)	35,001	652,361	215,760	244,712	97,421	94,468	19
Bauchi	25,977	1,025,310	304,978	357,613	181,414	181,305	39
Benue	28,082	987,358	293,323	304,630	197,596	191,809	35
Bornu	45,900	1,118,360	317,495	411,282	189,031	200,552	24
Ilorin	18,095	537,559	147,986	186,654	100,411	102,508	30
Kabba	10,577	462,726	130,871	158,551	85,533	87,771	44
Kano	17,602	2,436,844	839,416	825,641	388,865	382,922	138
Niger	25,349	473,067	160,210	174,895	68,852	69,110	19
Plateau	10,977	568,738	202,695	187,899	85,336	92,808	52
Sokoto	39,940	1,815,178	525,161	613,879	344,466	331,672	45
Zaria	24,278	1,357,423	361,330	432,723	302,312	261,058	56
SOUTHERN PROVINCES	90,896	8,493,247	2,351,476	2,623,473	1,687,547	1,830,751	93
Colony	1,381	325,020	97,624	95,186	64,708	67,502	235
Abeokuta	4,266	434,526	125,570	164,059	64,438	80,459	102
Benin	8,627	493,215	142,033	148,184	98,988	104,010	57
Calabar	6,331	899,503	258,700	273,127	179,278	188,398	142
Cameroons	16,581	374,872	118,331	128,653	66,000	61,888	23
Ijebu	2,456	305,898	60,626	87,086	63,361	94,825	125
Ogoja	7,529	708,538	182,304	206,123	156,193	163,918	94
Ondo	8,211	462,560	134,403	151,278	81,818	95,061	56
Onitsha	4,937	1,107,745	351,080	350,617	201,163	204,885	224
Owerri	10,374	1,599,909	459,848	498,601	317,147	324,313	154
Oyo	14,216	1,336,928	299,449	370,797	308,890	357,792	94
Warri	5,987	444,533	121,508	149,762	85,563	87,700	74

(1) Non-Adults include those below the 15th birthday.

(2) There have been some changes in Provincial boundaries since 1931 and Zaria was divided into Katsina and Zaria Provinces in 1934, but the above figures can be taken as giving approximately the distribution of population.

TABLE II.

TABLE SHOWING PERCENTAGE OF ADULT MALES AND FEMALES AND
NON-ADULTS (UNDER 15) FOR EACH PROVINCE IN NIGERIA.

1931 CENSUS FIGURES.

Province	PERCENTAGE		
	Adults		Children
	Males	Females	
NIGERIA.. .. .	29.3	32.7	37.9
NORTHERN PROVINCES	30.6	34.1	35.3
Adamawa	33.1	37.5	29.4
Bauchi	29.7	34.9	35.4
Benue	29.7	30.9	39.4
Bornu	28.4	36.8	34.8
Ilorin	27.5	34.7	37.7
Kabba	28.3	34.3	37.4
Kano	34.4	33.9	31.7
Niger	33.9	37.0	29.2
Plateau	35.6	33.0	31.3
Sokoto	28.9	33.8	37.2
*Zaria	26.6	31.8	41.5
SOUTHERN PROVINCES	27.7	30.9	41.4
Colony	30.0	29.3	40.7
Abeokuta	28.9	37.7	33.3
Benin	28.8	30.0	41.1
Calabar	28.8	30.4	40.9
Cameroons	31.6	34.3	34.1
Ijebu	19.8	28.5	51.7
Ogoja	25.7	29.1	45.2
Ondo	29.0	32.7	38.2
Onitsha	31.7	31.6	36.6
Owerri	28.7	31.2	40.1
Oyo	22.4	27.7	49.9
Warri	27.3	33.7	39.0

* Zaria has been divided into Katsina and Zaria Provinces since 1934.

CHAPTER IV.

HEALTH.

Main Diseases and Mortality.

54. Endemic and contagious affections form the largest single disease group, and in 1937* accounted for 34 per cent of the 712,257 patients who underwent treatment at Government institutions. The following is an analysis of the diseases treated in this group :—

* Analytical statistics for 1938 are not yet available ; most of the detailed figures given in this chapter therefore relate to 1937.

Yaws	..	..	..	..	..	36.2%
Malaria	..	..	..	..	..	18.6%
Syphilis	..	..	..	..	..	7.7%
Gonorrhoea	..	..	..	..	..	6.9%
Dysentery	..	..	..	..	..	2.6%
Tuberculosis	..	..	..	..	..	0.6%
Other diseases	..	..	..	..	..	27.4%

The 3,446 deaths which occurred at Government institutions in 1937 are attributed as follows :—

Endemic and Contagious diseases	..	..	24.4%
Affections of Respiratory System	..	..	22.4%
Affections of Digestive System	..	..	11.5%
Affections of Nervous System	..	..	4.1%
Other diseases	..	..	37.6%

55. Fewer cases of Yellow Fever were notified during 1938 than in the previous year, but the disease continues to appear sporadically in widely separated areas. It is hoped that facilities for inoculation will soon be available locally, but measures against the mosquito (*Aedes*) which carries the disease must still be regarded as the main line of defence. Special precautions to prevent the spread of Yellow Fever to eastern countries by air traffic are assiduously applied.

56. During 1938 extensive outbreaks of Small Pox occurred in both the Northern and the Southern Provinces. In all, 7,511 cases with 1,600 deaths were reported, but it is hoped that with the institution of intensive vaccination campaigns in every province in the country the incidence of this disease will steadily decline. The scheme for the local production of vaccine lymph has now passed the experimental stage and it is expected that within the next few years the output will become large enough to meet all Nigerian requirements.

57. In 1937 several of the Northern Provinces suffered severely from an epidemic of Cerebro-spinal Meningitis. With the onset of the rains the disease practically vanished, only to reappear with even greater virulence in the early months of 1938 in the same region. More than 6,000 deaths were attributed to this scourge in 1938 and there is reason to believe that there were many more unrecorded cases in outlying areas. Special teams are being trained for the detection of such outbreaks in their early stages in order that preventive and curative measures may be brought to bear more swiftly than has hitherto been possible. The conditions which particularly foster the spread of the disease are overcrowding and insanitary housing, and much propaganda will be required for their amelioration.

58. Plague seems to have disappeared from Nigeria ; the last recorded case was in April, 1931. Malaria is still extremely common, however, and work upon infants and school children in Lagos and other towns indicates that practically all such children are infected within the first year of life. The following table shows cases under treatment in 1937 :—

<i>African and other</i>					
<i>Non-Europeans</i>				<i>Cases</i>	<i>Deaths</i>
Malaria	..	..	..	45,379	45
Blackwater	..	..	..	10	6
<i>Europeans</i>					
Malaria	..	..	..	1,279	4
Blackwater	..	..	..	14	2

90,225 cases of Yaws were treated in 1937.

59. Venereal diseases are widespread. During 1937 19,155 cases of syphilis and 17,074 cases of gonorrhoea received treatment. Venereal diseases clinics are held at all African hospitals, early treatment rooms are available at military and police barracks and there is a clinic for seamen at Apapa.

60. The population of Nigeria is largely agricultural and occupational diseases are practically non-existent. The sickness rate at labour camps such as those of the tin mines on the Bauchi Plateau and the cocoa plantations in the Cameroons has not been high.

Provision for Treatment.

(a) Medical and Health Staff.

61. The staff of the Medical and Health Department consists of 99 European Medical Officers (including Administrative, Specialist, Pathologist and Research officers), 14 African Medical Officers and 5 Junior African Medical Officers. There are 2 European Dentists. The Nursing Staff consists of 63 European Nursing Sisters and 572 African Nurses and Midwives. The Health Service includes 59 European officers, namely 3 Senior Health Officers, 13 Medical Officers of Health and 43 Sanitary Superintendents in addition to a Deputy Director and an Assistant Director for this branch of the Department, which also employs 136 Sanitary Inspectors and 62 Vaccinators on its African staff.

62. Much attention is given to the training of African personnel. At Yaba, near Lagos, there is a Pharmacy School for dispensers, chemists and druggists and also a Medical School where graduates from the Higher College are trained as Assistant Medical Officers. The course for dispensers is three years, for chemists and druggists five, and for Assistant Medical Officers six and a half years. After a further period of two years spent in practice at

Government Hospitals medical students may become Licentiates of the School of Medicine and so entitled to registration as Medical Practitioners in Nigeria. The examinations in each case are controlled by the Board of Medical Examiners.

63. At Lagos there is a well-equipped training centre for sanitary inspectors, where the course of study lasts for three years, of which the final year consists of practical work under supervision. There are also training centres at Kano, Ibadan and Umudike for the Northern, South-western and South-eastern Provinces respectively, while a school for the special inspectors attached to the Sleeping Sickness Survey was established at Zaria in 1938.

(b) Hospitals and Dispensaries.

64. There are twelve European Hospitals, with a total of 149 beds: the number of patients has increased in recent years, and in 1937 there were 1,352 in-patients and 7,981 out-patients. There are fifty-six African Hospitals, some of which belong to Native Administrations; the largest African Hospital is at Lagos, with 213 beds, and was entirely rebuilt in 1931: in all, the African Hospitals provide 3,667 beds.

65. The work of the African Hospitals may be gauged from the following figures:—

	1935	1936	1937
In-patients ..	52,126	60,098	60,930
Out-patients ..	667,184	650,209	651,994

66. The Native Administrations throughout the country maintain dispensaries for the treatment of the common ailments of the African population; these are staffed by trained attendants and visited regularly by Medical Officers, and in 1937 some 694,178 treatments were given at 322 such dispensaries.

67. There are fifteen different Missionary Societies carrying on medical work in Nigeria: these between them maintain seventeen Mission Hospitals and 108 dispensaries, with a staff comprising twenty-five medical men and women, and more than 200,000 cases pass through their establishments each year. In addition there are 128 Missionaries who conduct useful "first-aid" dispensaries under permits issued by the Medical Department.

Preventive Measures.

68. Progress continues in regard to sanitary conditions in the larger towns and there has been no relaxation of the campaign for the improvement of village sanitation. In Lagos the septic tank system is now in operation in public latrines, and water closets have been installed in many European and a few African dwellings.

69. Close attention is being directed to projects for pipe-borne water supplies, Government having ruled that all new schemes should be designed to give potable water. Several large towns are already provided, and for others preparatory investigations are in hand. The question of water supply is closely linked with that of mosquito control, inasmuch as the pools and runnels associated with wells and domestic storage jars afford excellent breeding places for *Aedes* larvae. The discovery and removal of such danger spots is particularly difficult in some of the northern towns where religious or social prejudice precludes male inspectors' entering the women's section of the compound, but this obstacle is being slowly surmounted by the employment of female Sanitary Inspectors.

70. Research work was curtailed during the financial depression but has since been gradually resumed. At the Yaba Research Institute, which consists of Pathological, Bacteriological and Yellow Fever Units, well equipped laboratories provide facilities for this work, while others at Lagos, Kaduna and Port Harcourt serve the hospitals of their respective districts and also furnish material for research. The laboratory attached to the African Hospital at Lagos is fitted with a refrigerating plant for the preservation of bodies awaiting post mortem examination (upwards of 300 examinations are performed each year) and for cold storage generally. The upper floor of the pathological building accommodates the Museum and a lecture room for the medical students in training.

71. Campaigns for the treatment and prevention of Sleeping Sickness were vigorously pursued in 1938. 29,011 persons were treated during detailed surveys involving the examination of the whole population of certain districts in which the disease was endemic. The work was carried out by six teams, each consisting of trained Africans working under the supervision of a Royal Army Medical Corps Non-Commissioned Officer. These teams formed three units, each under the direction of a European Medical Officer, and while one team of every unit was engaged on survey the other undertook treatment. There is now reason to believe that the disease is being brought under control. A separate section, consisting of an Entomologist and ten European officers has been engaged on plans for the transfer of population from fly-infested areas in the old Anchau District of Zaria Province and on a campaign for protective clearings in various parts of the Zaria and Katsina Emirates.

72. Increased attention has been devoted to maternity work. There are Maternity Hospitals at Lagos, Calabar, Aba and Ilorin, at which African midwives receive training, and the African Hospitals throughout the country have women's wards where maternity cases are admitted. Maternity work is also undertaken by some of the medical missions, notably by those at Ilesha, Ogbomosho and Iyi-Enu (near Onitsha) whose hospitals are recognised

by the Midwives Board of Nigeria as centres for training African girls. In the Northern Provinces maternity centres were opened at Kano, Katsina and Ilorin in 1930 : in the first instance their work was much handicapped by the moslem practice of secluding married women, but subsequent progress in these places has been encouraging.

73. In recent years there has been a great increase in Child Welfare Work, and regular clinics are now open in many of the larger towns. The two Welfare Centres in the Lagos area, staffed by a Lady Medical Officer, a European Nursing Sister and a corps of Health Visitors, are steadily gaining in popularity, and Infant Welfare centres have been established at almost every medical station to which Nursing Sisters are posted. Elsewhere Medical Officers, Mission doctors and Sisters and volunteers from amongst the European ladies in the community are doing much to promote child welfare. In the Abeokuta and Ondo Provinces centres established by the Medical Officers in the more important towns have proved outstandingly successful, largely by reason of the active interest of the Native Administrations concerned.

74. There is no special organisation of medical work in schools, but Government Middle Schools and Colleges are regularly inspected by Medical and Health Officers and facilities for treatment are provided either in the schools themselves or at local hospitals. In Lagos the Medical Department operates a School Clinic which has an annual attendance of about 30,000, and the services of the Government Dentist are available to school children.

75. It is estimated that there are some 200,000 lepers in Nigeria—about 1 per cent of the total population—and that of these nearly 6,000 are in voluntary segregation. Government maintains two leper colonies, but the bulk of the work done to control the disease is in the hands of the Native Administrations. The present policy is for these to encourage segregation by providing farm settlements for lepers, who are there subject to care and treatment by staff belonging to the medical missions which have undertaken the management of the settlements on behalf of the Native Administrations. Management is being organised on a provincial basis : thus in 1937 the Zaria Leper Colony was taken over by the Church Missionary Society and those of the Kano, Katsina and Sokoto Native Administrations by the Sudan Interior Mission. Other settlements are being established on similar lines, the local Native Administration paying the expenses of the settlement, assisted in some cases by a Government contribution made through the Nigerian branch of the British Empire Leprosy Relief Association, which, together with "Toc H.", has continued to provide a number of lay workers for certain settlements. In 1937, on a recommendation contained in Dr. E. Muir's Report (1936), Government appointed Dr. T. D. F. Money, of the Oji River Settlement, as its Honorary Adviser for a period of three years.

CHAPTER V.

Housing.

76. The great majority of the people of Nigeria consists of peasant farmers who live in houses built by themselves. These are for the most part of very simple design, but well suited to the tastes and habits of their owners, who, as is usual in a warm climate, spend much of their time out of doors; what a man chiefly requires of a house, therefore, is that it should provide storage for his possessions and a safe dormitory for himself and his family. Only in towns which through increased trade have received a large influx of people in the immediate past is there any approach to European conditions of congestion and overcrowding or any departure from the custom, almost universal in Nigeria, that each married man or woman should have a separate house or hut.

77. The housing of wage-earners varies considerably from place to place but is in general adequate to their needs. In readily accessible localities more and more houses of European type are being built for this class of persons, the materials being corrugated iron for the roof and concrete or dried mud blocks for the walls. Elsewhere native styles and materials persist, but are often improved by the incorporation of carpenter-made doors and windows. For its African clerical staff Government provides houses at a reasonable rent—built of concrete in the larger stations, and of local construction in other places.

78. The relatively limited class of persons engaged in casual labour or employed as manual workers on the minesfield, the Railway or other large enterprises usually finds accommodation in houses of native type, and sometimes seems to prefer them to well built houses of European design when both are available. In many undertakings the bulk of the labour employed is engaged for the dry season only, and the men camp in temporary grass shelters. Such camps are effectually supervised by the sanitary authorities, if large numbers are involved, and may be declared "Labour Health Areas" under the Labour Ordinance, thus becoming subject to regulations in regard to housing, sanitation and medical and administrative inspection.

79. The following paragraphs give an outline of the housing conditions prevailing in the Northern and Southern Provinces respectively; a special section is also devoted to Lagos, where conditions are peculiar and housing and sanitation still constitute problems of considerable urgency and magnitude.

Northern Provinces.

80. In the Northern Provinces the commonest form of native dwelling is a round hut of plain mud walls with a conical thatched roof. Style and proportions vary greatly according to local custom and the materials available;

verandahs are uncommon, but there is usually a fair projection of the eaves. South of the River Niger Yoruba influence has in certain areas introduced a quite distinct type of thatched house, having rectangular mud walls and often a timber and mud ceiling. The finest examples of native architecture are found in the towns of the extreme north, where flat-roofed houses with substantial mud walls, sometimes rising in two stories, present a dignified appearance; those of the wealthier classes may involve considerable elaboration of design, embodying the use of pillars, arches and flat domes. Construction is generally of native sun-dried brick made from clay mixed with chopped grass, the flat or domed roofs being held on supports cut out from the walls and having the appearance of arches. These supports are reinforced with lengths of some hard and ant-resisting local timber, e.g. split deleb palm or some of the varieties of acacia. The method of roof construction is to place a mattress of green withies over the domes spanning the supports and on this mattress to lay about nine inches of swamp clay. The pronounced dome section gives a quick run-off to rain water and so reduces leakage, but a weather-proof coating is generally used consisting of a plaster made by burning the scrapings from the walls of dye-pits. This type of roof has been improved by substituting light-gauge corrugated iron sheets for the withies and reducing the thickness of the clay covering to three inches.

81. Native dwellings, except those of the most temporary nature (such as the "bee-hive" huts of the nomad Fulani) normally consist of several huts or houses grouped in a compound which is enclosed either by means of a separate perimeter wall or fence or by walling up the spaces between the outermost buildings of the group. At the entrance to the compound there is generally a large two-doored hut which serves not only as a gateway but also as guest-house and centre of family life. The inhabitants of a compound are usually members of a single family or kindred, and while young children sleep with their parents each adult man or woman should have a separate hut. There is little furniture other than mats, small stools and culinary equipment. Except in towns where there are professional builders or lodgings may be hired the same person or family is ordinarily builder, owner and occupier of the house or compound, the ground on which it stands being held on a free grant from the community. In normal times the cost of building an ordinary round hut would be from 10s. to £2, while the minimum cost of a flat-roofed mud house of the Kano type would be £15.

82. Grain is stored in the compounds in shapely bins made of mud or mud-daubed matting, wattle or basket-work; pits are also used, and, especially for millet, large mud buildings. This grain, on the stalk, has been preserved in good condition for as long as nine years in such mud-built stores, with walls and floor treated with a mixture of wood ash and certain

herbs ; three or four years, however, seems to be the limit for guinea-corn. The high cost of imported cement precludes the adoption of concrete silos by native growers and traders.

83. Of recent years increased attention has been given to the development of local methods of construction, and the architectural branch of the Public Works Department has been able to assist in the planning of Native Administration buildings. Considerable progress has been made in the preparation of designs in harmony with native styles and suited to local conditions and materials. Methods of weatherproofing external mud walls have been investigated, but the results give little hope of finding a cheap and satisfactory covering that will not flake off the dry mud beneath. Various attempts have also been made to eliminate one of the main drawbacks to buildings of native brickwork—liability to infestation by termites, but complete success has yet to be attained : the use of steel, however, for door and window frames, and even for light roof frames, and of metal windows and shutters, reduces the number of vulnerable points in such buildings and is being gradually adopted where the cost is not prohibitive.

84. In many towns there is evidence of demand for a better and more permanent type of dwelling on the part of the educated African community. In the Yoruba areas of the Kabba and Ilorin Provinces corrugated iron roofs are beginning to be substituted for thatch, and detached “ villa residences ” are being erected in place of the old style family compounds. The movement towards better housing is being practically encouraged by many Native Administrations whose workshops provide doors, shutters and simple furniture for sale to private persons. Concrete floors are widely appreciated, but the high cost of cement prevents their general adoption.

85. The general condition of the larger towns as regards public health leaves something to be desired, but constant instruction and, in the more advanced places, organised inspection are maintained in order to inculcate conformity with the simpler sanitary usages. The amendment and expansion of the existing Native Authority Health Order is under consideration, with a view to including most of the important provisions of the Public Health Ordinance. Main drainage and town planning are engaging the attention of the local authorities in the larger towns, and in Makurdi, for example, extensive improvements are being undertaken. In rural areas propaganda is producing a gradual rise in standards both of housing and sanitation, and in many villages in the arid zone wells sunk by the Geological Survey Department have contributed greatly to the local amenities and public health.

Southern Provinces.

86. The low prices paid for produce and the increased cost of corrugated iron sheets have reduced the building activity which was noticeable early in 1937, but although the rate of construction of houses of superior

quality has been checked new buildings continue to be erected. In the larger townships, where the standard of living is higher, European influence greater and local building materials more difficult to obtain, the European type of house predominates, consisting usually of a rectangular bungalow with mud walls—sometimes faced with cement—a corrugated iron roof and shutters made of wood. Glass is rarely seen. The more wealthy inhabitant of the larger towns provides himself with a house which satisfies modern ideas of general comfort. Similar houses are becoming increasingly common in the agricultural areas, the owners being usually the wealthier members of the younger generation who have become accustomed during years of employment to life in towns or Government stations and desire when they return to their homes to build themselves houses of European style which will distinguish them from the great majority of their fellow villagers. In Ibadan, Abeokuta and the larger towns thatch has disappeared and there is hardly a house without a corrugated iron roof. Considerable improvement in design has been brought about by the necessity for submitting building plans to the Native Administration Engineer for advice. In some of the more advanced towns there is evidence of a desire for better sanitation and well laid out areas so that the inhabitants may enjoy their leisure in comparative peace. Interest in gardens is increasing, particularly in the Warri, Benin and Calabar Provinces, where many house-holders cultivate small plots of flowers and vegetables. In the Cameroons Province there is marked improvement in the housing conditions in the larger towns and of labourers on the plantations, some of which have camps of excellent design with houses built of concrete and timber and with roofs of corrugated iron. Slum clearance in the Townships of the Warri Province, as well as in Calabar Township, is beginning. An interesting experiment in town planning has been started at Odode in the Idanre District of Ondo Province, where the people have recently moved down to the foot of the precipitous hill on the top of which they formerly lived. On the new site which has been laid out no more than one-third of each plot may be covered by buildings and grass roofs are forbidden.

87. The native styles of building are various. Round or square huts with rounded corners, with conical grass roofs are common in the more northern parts of the Eastern Provinces, but in general houses are rectangular in shape and are roofed with palm branches, grass and in some parts leaves. Among the Ibibio and some of the Cross River tribes rough mats made out of the leaves of the piassava palm are used for roofing and these people also make their walls of clay plastered on a wooden framework. In most other parts walls are made of solid clay from one to two feet in thickness, laid wet in successive courses, each course being allowed to dry before another is laid on top of it. Among the swamps and creeks of the Warri and Ondo Provinces huts are often built on piles above the high water level. Building

types are in most cases governed by the nature of the materials available in each locality. There is thus a marked division between houses in the rain forest and palm bush zone where grass is scarce and those in the northern zone where it is abundant.

88. Building operations are probably spread over many years and the size of a compound depends on the wealth of the occupant, but that of the living rooms is invariably restricted by considerations of warmth. Doors are generally so low that a man can pass through only by crouching, and windows are few and small. Except for a few stools and mats furniture is rarely seen, though the well-to-do may possess locally made folding chairs. Bedsteads of European style are used only by the more sophisticated though in some parts beds made of clay under which a fire can be kindled are made for the old men.

Lagos.

89. The original unit of habitation in Lagos was the compound, consisting of huts disposed about a central quadrangle and occupied by the founder's descendants. In course of time the local system of inheritance caused these compounds, often very large, to be split up into smaller and smaller units, each on a similar plan and encroaching upon the central space. Moreover the rise of Lagos as a mercantile and administrative centre caused an influx of people from the interior, who in accordance with their feudal ideas attached themselves to local chiefs and in return for small services rendered were given land inside the compounds on which they built their mud and wattle or bamboo shacks.

90. In time it became evident that these dependent squatters would claim ownership of the land, and, as a safeguard against this, the original compound families imposed a rent. Thus the patriarchal system was broken down and gave way to that of landlord and tenant. The landowners, finding the new method highly profitable, let the open spaces of their compounds to new immigrants until the compounds, in some districts once fairly sanitary, became slums of the most sordid type, described by a plague expert as the worst that he had ever inspected. At the same time repatriates from Brazil and elsewhere were settling on the island; these had long ceased to be compound dwellers and, when they had acquired land, built detached houses more or less on the European model.

91. With the formation in 1909 of a Municipal Board for Lagos (now the Lagos Town Council) and the introduction of building and sanitary bye-laws the spread of slum conditions was checked, and as the bye-laws were extended and their enforcement made more effective, conditions began to improve. The principal regulations affecting congestion are those which insist upon buildings' being totally detached and covering not more than

50 per cent of the total area of the property. Thus the tendency is now towards the abolition of the old compound and the construction of wholly detached houses and tenements of moderate size. The bye-laws however can operate only as the older houses are demolished, so that their effect is necessarily slow. The erection of bamboo houses is now absolutely prohibited and corrugated iron dwellings are not permitted except in small defined areas distant from Lagos proper. Nevertheless large numbers of such buildings survive from the time before the bye-laws were operative.

92. Properly planned suburbs have been developed for Europeans to the east of the island and for Africans to the north on the mainland at Yaba, and a town-planning scheme has expedited the work of slum clearance; but the deep-rooted habits and family ties of the native population have militated against settlement in the suburbs.

93. The town-planning scheme approved in 1927 has been applied to about 150 acres of the more insanitary and congested areas to the north-west of the island. The Lagos Executive Development Board, which implements the scheme, can deal with only about eight to ten acres a year, and during 1938 cleared seven acres of all buildings except a few which were in good sanitary condition. New houses of superior design are rapidly being erected by private persons, and by the end of the year forty-three had been built, their estimated value amounting to £10,000, while some seventy-one houses and shacks had been demolished.

94. The trade depression of 1931 checked the suburban development at Yaba, which had made such a good start, and many of those who had taken up sites had to surrender them since they were unable to fulfil their building obligations. With the return of prosperity building was resumed and, despite the recent drop in produce prices, houses of a good standard continue to be erected in considerable numbers.

95. A large part of the population rents its dwellings, and nominally the landlord is responsible for repairs. Too often, however, he exhibits a marked indifference to the condition of the property, so long as the rent is paid; in consequence of this neglect deterioration is rapid and frequent action by the authorities against dangerous buildings is necessary.

96. Rents in Lagos fell considerably in consequence of the trade depression of 1931, but an upward tendency prevailed in 1937 with the return of more prosperous times, and the economic recession of 1938 has not as yet led to any new decline. The amounts demanded or paid are generally out of all proportion to the standard of housing provided—indeed some landlords have obtained an annual rent equal to the capital value of the dwelling. These conditions may be attributed to the artificial appreciation of land values in a congested area such as the Island of Lagos. Tenements erected for letting are often of the poorest type consistent with the bye-laws, and it

is only the constant supervision of Building Inspectors during construction and of the Sanitary Inspectors thereafter that makes and keeps them fit for human habitation. Rates are low, being limited to Water Rate and Improvement Rate, each of which is fixed at one shilling in the pound.

CHAPTER VI.

NATURAL RESOURCES.

97. The greatest of Nigeria's assets, actual and potential, is its agriculture, on which depend not only the food of the people but also the bulk of their external purchasing power. Other important though secondary sources of wealth are the vast herds of nomad cattle, the forests of the southern region, with their valuable timber, and those of the drier zones, rich in gum, shea nuts and a variety of minor produce. With the prevalent system of rotational fallowing a family or community must reserve for its needs an area three or four times as large as that which it is actually cultivating at any given time, in order that land exhausted by five to seven years' cropping may be left to recover its fertility by reverting to bush before being cleared and tilled again some fifteen years later. Under these conditions a density of population such as to leave little or no unappropriated land between villages exists in about half the total area of the Southern Provinces and in a few limited regions of the Northern Provinces, notably in the central 10,000 square miles of the Kano Emirate. Forest reserves cover much of the uncultivated areas of the Southern Provinces, but in the North there are large stretches of unoccupied land, mostly savannah, which are capable of cultivation and at present include the best stocked hunting grounds.

98. Nigeria also possesses considerable mineral deposits—tin and certain rarer non-ferrous metals in the north and coal, worked as a Government monopoly, in the south—and there are many possibilities which have yet to be fully explored. The rise in the price of gold which in recent years made profitable the working of the small quantities of alluvial metal found along some of the northern affluents of the Niger and their tributaries has stimulated prospectors to examine—somewhat superficially—the undeveloped areas; the Geological Survey Department also continued its study of the gold field during the first half of the year 1938, and the geological information obtained is now being prepared for publication. This Department has published a provisional Geological Map of Nigeria (1/2,000,000) and thirteen standard sheets (1/125,000) covering most of the areas in which minerals are won, and has also issued a number of excellent bulletins on special subjects, many of them illustrated with maps. Latterly, however, the principal work of the Department has been the investigation of problems of water supply and the sinking of wells.

Water Supply.

99. Well-sinking programmes were continued in Sokoto, Kano, Katsina, Bornu, Bauchi and Zaria Provinces in the north, and in Owerri and Benin Provinces in the south. During the year 1938 129 new wells were completed, making a total of 1,215 wells constructed by the Geological Survey Department.

100. In the Zaria Province the Department is assisting in the campaign to reduce the ravages of sleeping sickness, by providing water supplies at the new settlements which are being formed in areas relatively free from tsetse fly for population evacuated from infested villages.

101. In the Bauchi Province a small preliminary programme was completed in the Misau Emirate, where difficulties presented by the nature of the ground and the great depth to the water table had limited native attempts to improve the water supply and so retarded the development of the country. The well-sinking unit in this province was then transferred to Gombe Town, where the insanitary and precarious nature of the water supply had caused great concern. Four shafts were started and of these three have already obtained 56, 67 and 108 feet of water respectively. Regular measurements are being made of the depth of water in the producing shafts in order to obtain information regarding the seasonal rise and fall of the water table. The sinking of wells at villages and towns in Sokoto, Kano, Katsina and Bornu Provinces has proceeded in a normal manner.

102. In the Southern Provinces the programme in the Ishan Division of Benin Province was completed early in the year. The wells in this area tap relatively shallow water bodies, the existence of which were revealed by geophysical methods. In the Owerri Province work was extended during the year from Owerri Division to Aba Division, and satisfactory results were obtained.

103. A drilling scheme to provide a water supply for the Nigerian Railway at its Nguru terminus was completed with the construction of two boreholes yielding respectively 1,800 and 5,000 gallons an hour. At the close of the year the drilling apparatus was being erected at Sokoto with a view to providing a water supply for Sokoto Town (population 20,000) and Sokoto Government Station.

Land Tenure.

104. In the Colony and certain other parts of Nigeria in which there is a dense population and land values are high a system of freehold has developed as a result of the subdivision of family holdings amongst individual heirs and the successful assertion of prescriptive rights by squatters on communal or family lands. In the remainder of the Southern Provinces

the basic title originally vested in the community, the user alone being assigned to the individual or family, but the claims of the latter have tended to develop at the expense of the community, which still, however, reasserts itself from time to time in certain areas. The alienation of such land to non-natives is now limited to leases of ninety-nine years granted with Government approval under the Native Lands Acquisition Ordinance, and non-natives can no longer obtain absolute ownership of land, though in the past such acquisitions were recognised. Mortgages of leasehold property by natives are permitted in certain towns, but by non-natives only with the approval of Government.

105. Under the Crown Lands Ordinance the Governor may grant leases of Crown Land for any term and licences for its temporary occupation, but he may not sell Crown Land without the prior consent of the Secretary of State. There is not very much Crown Land—the greater part of it has been acquired by Government for public purposes.

106. In the Northern Provinces all land is subject to the disposition of the Governor, who administers it for the common benefit of the inhabitants having regard to the native law and custom prevailing in each locality. Land is allotted to the native inhabitants by their chiefs, whose consent is necessary for any transfer of holdings. No non-native may occupy land without the Governor's consent, which is conveyed by Certificate of Occupancy, and no transaction in land so held is valid without the Governor's approval. The term of a right of occupancy for a non-native is limited, and there is provision for the grant of temporary rights.

Agriculture.

107. In Nigeria proper, and in all but a limited portion of the Cameroons under British Mandate, agriculture is entirely a peasant industry. The Native farmer, assisted by his family, clears, plants and tends the land which he holds and reaps his own crops. In the heaviest tasks, such as clearing and breaking fresh ground, he is helped by his neighbours, who assemble for one or two days of collective work, at the end of which they are feasted by their host. The preparation of produce whether for export or for domestic use is for the most part done at home, and it is impossible to determine the gross annual production of the majority of the crops raised: for the few which are exported, however, an approximate computation can be effected by taking rough ratios between known export and estimated local consumption.

108. In most countries with a climate like that of southern Nigeria experience has shown that crops such as rubber, cocoa, coffee and coconuts, the products of which are exported from the tropics to the temperate regions of the world, are more profitable to the farmer than primary foodstuffs.

Not infrequently where conditions are favourable their cultivation is carried to such an extreme that the producers have to rely on food not grown by themselves. Southern Nigeria is thus somewhat exceptional among truly tropical countries in that the production of food for local consumption still constitutes the most important part of the local agriculture ; such food crops are principally yams, cassava, maize and beans. This is still more apparent in much of northern Nigeria where the climate is such that crop failure and consequent famine are by no means unknown and the first care of every farmer is to grow a sufficient quantity of food. The main food crops of the North are millet, guinea-corn, beans, cassava and sweet potatoes.

109. This feature of Nigerian agriculture may in part be a primitive condition which time will modify. It is also in part a result of peasant farming, since the peasant is more inclined than the large landowner to grow his food instead of buying it, even though the latter might theoretically be the more profitable way. There is also another limiting factor in the production of export crops, when each holding is as small as it is in Nigeria, namely that most of the tropical export products need treatment after harvesting, or organised marketing, which are beyond the peasants' powers. Furthermore Nigeria is such a vast country and conditions in the North and South are so different that there is a large internal trade, and with the exception of cocoa, the whole production of which is exported, the exports of produce from Nigeria represent the surplus which is not absorbed by the internal trade of the country. The North supplies the South with meat and other locally grown foodstuffs and the South sends kolas, palm oil and fruit to the North, while both North and South have their own local weaving industries which absorb a fairly large part of the production of cotton.

110. The Nigerian farmer is anxious, however, to increase his output of such export commodities as he can produce, and his ability to compete in the world's markets has already been amply demonstrated. The southern native favours permanent crops, which, once established, will continue to bear for many years without the expenditure of very much labour. The adoption of plantation methods by the native farmers is handicapped in some parts of the Southern Provinces by the local systems of land tenure, but that this is not an obstacle to progress everywhere is shown by the history of cocoa planting ; for although it has developed much more slowly than in the Gold Coast, its progress in the Yoruba Provinces has been very steady. The question of land tenure in relation to plantations is being investigated. Climatic conditions in the Northern Provinces are not suited to tropical permanent crops and the farmer there has to be content with annual crops, the chief of which are groundnuts and cotton.

111. Hitherto the peasant farmers of Nigeria have paid little attention to preserving the fertility of the soil or to manuring their permanent crops, but the time must come when these matters will have to be seriously considered

if yields are to be maintained. There is already some evidence that cocoa plantations in the older areas are steadily deteriorating and the soil in large areas in the Onitsha and Owerri Provinces has been reduced to so low a level of fertility that crops such as maize and yams can no longer be grown. The Agricultural Department has always held this matter to be of fundamental importance and has carried out a thorough investigation in the Southern Provinces to ascertain the possibility of maintaining soil fertility by means of green manures. This work has given satisfactory results in some areas but in others it has not been successful. Further experiments to test the value of artificial and animal manures have therefore been begun. Around some of the big cities of the North the farmers themselves have evolved a very satisfactory system of permanent farming, the fields being manured mainly with town refuse ; the system of folding cattle on the land at night is also common, but shifting cultivation, or, more correctly, " rotational fallowing ", is still the chief means by which the yield of crops is maintained.

112. *Palm Oil*.—Palm oil and palm kernels, which constitute the most important exports from Southern Nigeria, are both derived from the fruit of the oil palm, which appears to grow wild all over southern Nigeria ; many of the trees, however, have been deliberately, though irregularly, planted. Except in the small plantations that have been established in recent years, no weeding or attention is given to the trees. To climb a tall palm and harvest the fruit is distinctly hard work ; but extracting the oil and kernels, though it takes a considerable time, involves little heavy labour and is largely carried out by women. The quantity of oil exported annually used to be about 125,000 tons but the average quantity exported during the last five years has risen to approximately 139,000 tons. Palm oil also forms an important part of the diet of the people of southern Nigeria, and with the improved means of transport available in recent years a trade in palm oil from southern to northern Nigeria has sprung up and increased annually. Actual statistics of local consumption or of the internal trade are unobtainable, but the combined volume may be approximately gauged by indirect methods and probably amounts to not less than 100,000 tons a year ; on this reckoning the average gross production would be at least 237,000 tons. The export of palm oil for the year 1938 amounted to 110,078 tons, against 145,840 tons in 1937 and 162,779 tons in 1936. All palm oil exported from Nigeria is examined by Government Inspectors and is passed only if it contains less than 2 per cent of water or dirt. The relatively large decrease in the quantity exported is explained by the very low prices which ruled throughout the year.

113. The ordinary " wild " palm tree of Nigeria yields no fruit until it is some thirty feet in height and probably as many years old. But oil palms in a cleared plantation will begin to bear at four years old and reach

full bearing at ten years. Thus for many years their fruit can conveniently be harvested from the ground or with a short ladder. Moreover the yield of plantation trees is two or even three times as great as that from wild trees. The Agricultural Department has for some years been demonstrating this fact to the native farmer, who has not been slow to appreciate it: in 1928 six farmers had planted twenty-one acres and in 1938 5,422 farmers were working plantations with a total acreage of 8,800.

114. Practically all these plantations are in the Provinces of Benin, Warri, Owerri, Calabar, and Onitsha, which constitute the main palm oil belt of the country. In a few years time each acre of plantation will yield some two tons of fruit, whereas it is only exceptionally good wild palm areas that will yield three-quarters of a ton. If, as will often be the case, the plantation fruit is pressed while the wild fruit is treated by the old native method, it will mean that the former yields 800 lb. or more of oil per acre, while the latter yields 135 lb. When improved seed is available for the plantations their superiority will of course be much greater still. The farmer fully understands the value of selected seed and is reluctant to make a plantation unless he can obtain seedlings grown from such seed. At the end of 1937 fifty-seven central nurseries and many smaller ones had been established by the Agricultural Department. These nurseries contain some 560,000 seedlings which will be ready for sale to farmers in 1939.

115. In addition to the plantations made by the native farmer, there are about 10,000 acres of palm plantations (of which only about 2,000 acres have actually been planted up) managed by the United Africa Company on land leased by them from the natives at Ikot Mbo in the Calabar Province and Aja-Gbodudu in the Warri Province. Only in the southern part of the mandated territory of the Cameroons are there any freehold plantations belonging to non-natives; these were alienated by the former German Government before the war, and amount to some 523 square miles. These plantations employ about 200 non-natives; their products (bananas, cocoa, palm oil and kernels and rubber) are entirely for the export market, the vastly greater part going to Germany, and amount in value to less than half a million pounds, about one-fortieth of the total exports from Nigeria as a whole. Considerable progress has been made in the introduction of small hand presses for the extraction of the oil from the fruit, and this method is becoming increasingly popular as farmers realise its value in raising the quantity and quality of the oil. The number of presses in use at the end of September, 1938, was 816. The press always yields more oil than the native process of extraction, but its superiority has varied in different trials from 10 per cent to 50 per cent. This is partly due to the fact that the relative superiority of the press rises with the richness of the fruit, and partly to the varying efficiency of the different local native processes with which it is compared. In the average of twenty-one very carefully conducted strictly comparable

tests the press has yielded 14.6 per cent of oil and the native process 10.6 per cent from the same fruit, which makes the press more efficient by 40 per cent.

116. *Palm Kernels*.—After the palm oil has been extracted from the pulp of the fruit, the nuts are allowed to dry for a few weeks and are then cracked to obtain the kernels. This cracking is done almost entirely by women as a spare time occupation. It is done by placing each nut separately on a stone and hitting it with another stone—a process which, in the hands of an expert, is by no means as slow as might be imagined. The kernels are separated from the broken shells as they are cracked and then need only a little further drying before they are ready for export. Palm kernels are hardly consumed locally at all, so the annual export represents practically the gross annual production. The quantity exported annually varies from year to year with the price paid by exporters. Of recent years the figure has been between 250,000 and 300,000 tons, while in 1938 it reached 319,000 tons. It seems clear that the tendency is for the quantity gradually to increase. The Government inspection system prevents the export of kernels containing more than 4 per cent of shell and dirt, or those not properly dry. On arrival in Europe palm kernels are pressed and yield an oil similar to coconut or groundnut oil, which is used in the manufacture of margarine and the refined oil used on the Continent for cooking. The cake which remains after the oil has been extracted is used for cattle food, for which it is very valuable.

117. *Cocoa*.—The cocoa tree is not indigenous to West Africa, and being of a somewhat delicate habit can be grown only in plantations. In Nigeria proper the cocoa plantations are all owned and managed by Africans and few exceed an acre or two in extent. Cocoa cultivation requires ample atmospheric humidity and soil that is both good and deep, conditions which are found in the greater part of the four Yoruba Provinces in the south-west and in certain areas in several others. A cocoa plantation needs thorough weeding and some cultivation for the first four or five years, after which remarkably little labour is necessary, and in Nigeria some economy of effort is secured during the initial period by growing food crops between the young trees.

118. Nigerian farmers' methods of growing cocoa are open to criticism, in that plantations are often much too thick, nothing is done to replace what is taken from the soil, and little care is generally devoted to measures to protect the trees from diseases. At present, however, the trees are remarkably free from diseases, except the "Black Pod disease". This disease does not damage the tree itself and, as most Nigerian cocoa farmers well know, would cause very little loss of crop in Nigeria proper (as distinct from the Cameroons), if the pods were harvested regularly once a month.

Unfortunately much the easiest way for a peasant to store cocoa is to leave it on the trees. Hence when the price of cocoa falls the farmer, hoping for a rise, often delays harvesting until much of his crop has been ruined by the disease. The prevalence of the disease varies greatly from year to year. The yield of cocoa per acre in Nigeria is very high as compared with other parts of the world. The amount exported during the cocoa season from the 1st October, 1937, to the 30th September, 1938, was 94,150 tons from Nigeria proper and 4,553 tons from the Cameroons, at an average price of £17 11s. a ton; the previous season's price was £33 12s. a ton. There is no domestic consumption of cocoa in Nigeria, so that the figures for export are roughly the same as those of gross annual production.

119. The quality of any parcel of cocoa depends upon the particular botanical variety of which it consists, on the size of the beans, and on the proportions which it contains of mouldy beans, beans damaged by insects, and unfermented beans. The variety grown throughout Nigeria is Forastero-Amelonado, which is hardy but not of high quality. The size of the beans varies during the year but cannot be controlled by the farmer. In the Government inspection system, bags of small beans, such as occur out of the main harvesting season, in the "mid-crop", must, by law, be marked accordingly with the letters L.C., before export. Almost complete freedom from mould and insect damage is easily obtained during the main harvesting season in Nigeria, if reasonable care is exercised in drying the beans before they are bagged for sale; for at that season the weather facilitates rapid drying. Freedom from unfermented beans, however, depends upon the grower's curing his cocoa by a process which calls for some little extra trouble and care.

120. By the Nigerian Government grading system, cocoa of first grade must contain less than 5 per cent damaged or unfermented beans; Grade II allows up to 8 per cent of defective beans of which not more than 5 per cent may be mouldy, but takes no account of the degree of fermentation. Grade III consists, in effect, of any other cocoa of reasonable saleable quality. Really bad cocoa may not be exported from Nigeria at all. The quality of the cocoa exported has improved steadily during the last twelve years and in 1937-38 about 20 per cent of the exports were of Grade I and 80 per cent of Grade II. The quantity of Grade III was negligible.

121. Although the bulk of the crop is still Grade II, in recent years there has been a steady improvement within this grade. This improvement in quality is partly due to the inspection and grading and partly to the educative work carried out by the Agricultural and Co-operative Departments, which work together in close liaison. The Co-operative societies by concentrating on the preparation and marketing of Grade I cocoa and

demonstrating that it is profitable to do so have rendered valuable services to the cocoa industry and have at the same time provided their members with increased returns.

122. For some years the Government has actively encouraged co-operative methods in agriculture and especially in the marketing of agricultural produce. It is particularly in the cocoa-growing areas that the advantage of co-operation has been appreciated and there are numerous farmers' unions in these districts. The actual cultivation is generally undertaken individually: it is principally in the marketing, and, to a lesser degree, in the preparation, that co-operative methods are employed. In many villages there are co-operative fermentaries and drying sheds for cocoa, while all the societies market the produce of the individual members in bulk and share out the profits at fixed intervals. The societies are regulated by law and have the benefit of the assistance and advice both of the Registrar of Co-operative Societies and of the local agricultural officers.

123. *Groundnuts.*—The Groundnut (*Arachis hypogaea*) is the great export crop of the extreme north of Nigeria, especially of the heavily populated Province of Kano. It is a valuable and attractive crop on sandy soil, for unlike most crops it will yield well on such land with little or no manure; other advantages are that it smothers weeds comparatively well, augments rather than diminishes the fertility of the soil, and in times of scarcity can be used as food instead of being sold for export. The dried leaves and stems are extremely valuable as fodder and are carefully conserved for this purpose. On heavy soils the work of harvesting groundnuts is sufficiently arduous to constitute a serious objection to the crop, especially as there is little interval between the ripening of the nuts and the time when the soil becomes too hard for efficient harvesting to be possible at all. Another serious difficulty with this crop is that its value per ton in Europe is low while the main producing area is about 700 miles from the coast: at times when produce prices are low the cost of sea and railway freight, in spite of specially reduced rates for the latter, leaves little for the grower. In recent years the practice of adulterating groundnuts became prevalent but a produce inspection system has been instituted which is having good results. The exports in the 1937-38 season amounted to 206,600 tons at an average price (at Kano) of £4 4s. 7d. a ton. This considerable fall from the corresponding figure of 350,000 tons for 1936-37 is almost entirely due to the very low price; local consumption, however, undoubtedly increases at times when prices are low.

124. Groundnuts are consumed locally in Nigeria as well as exported and there are no means, direct or indirect, of estimating the local consumption: the volume of the gross annual production is, therefore, unknown. The Agricultural Department, after many abortive trials of varieties imported

from other countries, is now endeavouring, with some prospect of success, to produce heavier yielding varieties of groundnuts by selection locally. It seems possible that the average yield per acre may eventually be increased by as much as 15 per cent if the farmers can also be induced to adopt a much closer spacing of the plants in the field.

125. *Cotton*.—Cotton is exported from the north of Nigeria especially the Zaria, Katsina and Sokoto Provinces, and from the Oyo Province in the south. It is also grown on a smaller scale, mainly for local consumption, in several other provinces. The conditions in the two main producing areas are so different that it is necessary to discuss them separately. In northern Nigeria cotton is the crop of the heavy soils. The original native cotton of this district was quite unsuitable for export, but it was successfully replaced about the year 1916 by an American variety introduced from Uganda. The annual yield per acre is liable to considerable fluctuation according to the distribution and quantity of rainfall. The farmer also varies the amount of cotton which he plants each year, partly in accordance with the fluctuation of the price paid for cotton, but chiefly according to his previous crop of grain for food. If the grain crop of the previous season was a poor one, he naturally plants a larger area of grain and less cotton. Thus, although locusts do no damage to cotton, the damage that they did to food crops in 1929 caused a great reduction in the area of cotton planted in 1930, while the heavy food harvest of 1931 led to the planting of more cotton in 1932. The exports for 1937-38 amounted to 23,073 bales of 400 lb. net weight at a price varying from 0.6d. to 0.8d. a pound of seed cotton; in 1931-32 the exports were only 5,000 bales, but in 1934-35 they rose to 50,000. In addition to these amounts an unknown quantity is consumed locally in hand spinning and weaving, and there is also a considerable export northward by land across the Anglo-French boundary. It is impossible to form any estimate of these amounts though it is clear that they are liable to great fluctuation. It is expected that in the 1938-39 season the crop will be about the same as that of 1937-38.

126. Cotton must have been an important crop in the Provinces of Oyo and Ilorin long before there was any export to Europe, for in those provinces there had always been considerable hand spinning, weaving and dyeing industries. The local demand is, however, limited, and any increase in the production of raw cotton depends upon export to Europe, a trade which Government has from the beginning of the present century consistently endeavoured to foster. The native cotton, which is indigenous to the district, is barely good enough to be acceptable to the European market, so that in years when the price of cotton on the world's market is low, the price that can be paid locally for native cotton is so small that it is not worth growing. For many years repeated efforts were made to find a superior cotton which could be grown with success in spite of the many pests and

diseases which are encouraged by the humid climate. These efforts led only to repeated failures until an improved cotton was bred by selection from a native variety, which was not only superior in commercial quality, but also in its resistance to diseases. The amount consumed locally varies greatly from year to year according to the price offered for export, and it is impossible to estimate the gross annual production. The exports of native cotton in 1937-38 were eighty bales at $\frac{1}{2}$ d. a pound of seed cotton, and of "Improved Ishan" 6,089 bales at $\frac{3}{4}$ d. to $\frac{1}{2}$ d. a pound.

127. *Benniseed*.—There is a small and slowly growing export of sesame seed ("benniseed") chiefly from the Benue Province. The quality of this crop in Nigeria used to be seriously vitiated by heavy adulteration with inferior species. Pure seed has been given by the exporting firms in exchange for adulterated seed—the firms bearing the difference in the value—to secure the practical elimination of the inferior species. The production of this crop was greatly handicapped by the exceedingly laborious nature of the native method of handling the crop when preparing it for threshing. Care is necessary owing to the peculiar readiness with which the seed is shed; but the Agricultural Department was able to demonstrate that benniseed could be dried in stooks of sheaves, just as cereals are in Europe, without loss of seed. The process has been extensively adopted in recent years by native growers, as have also the improved methods of cultivation demonstrated by the department. The adoption of these two practices recently has led to a rapid increase in the export of benniseed and consequently of the prosperity of the Benue Province. The quantity exported in 1937-38 amounted to 14,808 tons.

128. *Ginger*.—A new industry was started in 1928-29 by the Agricultural Department in the export of ginger. This trade is confined to certain very primitive pagan tribes in the southern part of the Zaria Province and some adjacent parts of neighbouring provinces. The assistance rendered by the Agricultural Department includes distributing good "seed-ginger", demonstrating the correct (and rather difficult) method of preparation, and grading the produce offered for sale. The quantity exported gradually rose from 15 tons in 1930-31 to 370 tons in 1935-36 since when there has been a slight reduction, due to the fact that the Agricultural Department is at present concentrating on quality rather than quantity. There is a considerable internal trade in green ginger which is steadily increasing.

129. *Export of fruit*.—The efforts made in recent years to develop an export trade in the local seedling green oranges has not been a conspicuous success, and it now seems clear that they will find a market only at times when there is a shortage in the supply of oranges from other sources. Several improved varieties of oranges have been introduced and are being

tested but it is too early yet to say whether any of these will prove to be suitable for the export trade. The internal trade in oranges from the South to the North is however developing steadily and over 500 tons are railed to the North annually.

130. There is, however, a possibility of exporting grape fruit from Nigeria; farmers have for three years been planting budded grape fruit trees of the "export" variety ("Marsh Seedless") and it is evident that they will buy and plant them as fast as the Agricultural Department is able to produce them. No export will be possible until these trees begin to fruit in a few years' time, but, so far as can be judged at this stage, there is at least a hope of eventual success. It is realised that by the time that the grape fruit trees now being planted come into bearing the European market for such fruit may be "glutted" but, on the other hand, citrus trees in Nigeria bear heavily and the native of this country would find production profitable at a price which planters elsewhere would consider very low. Success, if it is to be achieved, will depend upon very strict inspection and control of production and export by Government. At present most of the work on citrus is being carried on in the south-western part of the country, but its importance to Nigeria is greatly increased by the fact that citrus is one of the comparatively few economic trees which will grow on the very poor soil of the eastern provinces. Experiments have also been carried out for two or three years, with a view to producing pineapples of the superior desert variety (smooth cayenne) suitable for export. The problem is not easy to solve, for we are attempting to do in the field, as a farm crop, what in the Azores is done only in glass houses. It is not yet possible to say whether these experiments will prove successful, but the results to date are distinctly encouraging, as many of the difficulties encountered have already been overcome.

131. The Agricultural Department, in co-operation with the local Native Administration has continued the experimental work in connection with the establishment of a rice growing industry in the tidal mangrove swamps at Warri. Experimental work has also been undertaken in the mangrove swamps at Oron and Calabar and the results have shown that these areas are just as suitable for rice growing as the Warri swamps. There seems every probability of this industry's expanding considerably in the next few years. One of the main obstacles to its progress was that the growers found great difficulty in hulling their paddy. This has now been solved by the introduction from Malaya of a simple hand huller which can easily be copied locally.

132. *The Kola* "crop" is one of considerable local importance in West Africa. The nuts are borne on a tree not unlike a cocoa tree and are chewed all over West Africa as a luxury. A few years ago the nuts consumed in Nigeria were all imported from the Gold Coast and Sierra Leone; kola

planting was, however, advocated and stimulated by the Agricultural Department in the south-western part of Nigeria some years ago, and now, so far as can be ascertained, the local production supplies more than half the Nigerian demand. Recently kola planting has extended to the central and eastern provinces of southern Nigeria, and although the area planted there is as yet small there is every reason to believe that it will eventually become very considerable, for this is one of the few crops that seem to thrive even on the very poor soil that covers the major part of those provinces. A special express goods train runs from Lagos to Kano each week for this traffic alone.

133. *Food crops.*—The harvests of food crops in Southern Nigeria are remarkably constant. Farmers naturally note that the crops in some years are better than in others, but the extent of the fluctuations is quite insignificant as compared with those which occur in most parts of the world. The prices of foodstuffs fluctuate a good deal and may be doubled or halved within three years. In Northern Nigeria an abnormally poor rainfall causes a poor harvest perhaps once in seven or eight years and, still more occasionally, the occurrence of two such seasons in succession leads to a real shortage of food or a partial famine; the harvest of 1938 was generally excellent however and corn is therefore plentiful.

134. The Agricultural Department is working to increase both acreage and yield of all crops in the Northern Provinces, including foodstuffs, cotton and groundnuts, by the use of cattle for ploughing and the making of farm-yard manure. This system is known as 'mixed farming'. A family with a pair of cattle and a plough can cultivate four or five times the area of crops that they can cultivate by hand. At the same time, owing to the fact that a very little manure greatly increases the yield in that part of the country, the man who uses farm-yard manure gets much heavier yields than the man who tills the soil by hand and, keeping no cattle, has no manure. The new mixed farmer usually increases his three acre farm to about six acres in his second year, then to about nine and twelve in the next two years respectively, so that it takes him three or four years to increase his farm to its new maximum, and still longer to acquire or rear all the stock that the farm can carry. Eventually, however, his returns are many times greater than those of the ordinary farmer—the stock alone, which he can feed almost entirely on the by-products of his farm, gives more than the gross annual return from the hand-worked farm. Extension work was started in 1928, with three farmers near the Agricultural Station at Samaru, Zaria; there were in 1938 1,663 farmers taking part in the movement. Practically all these farmers have been enabled to start mixed farming by receiving advances of from £5 to £10 per head from their Native Administration to cover the cost of bullocks and implements. The bullocks are all bought and trained and the farmers instructed by the Agricultural Department.

Livestock.

135. As a corollary to this attempt to introduce a system of mixed farming the Government has since 1928 maintained a stock farm at Shika for the purpose of improving the local Zebu cattle by selective breeding. The main object of this work is to increase the milk yield, and considerable progress has already been made. Active research on animal nutrition is also in hand at all the main Experimental Farms of the Agricultural Department. A new stock farm has been started at Ilorin with funds provided by the Colonial Development Fund: here experiments are being undertaken to ascertain the suitability of the small humpless West African Shorthorn cattle for mixed farming in areas where the incidence of trypanosomiasis is so high as to preclude the use of Zebu cattle. The small humpless animals have a considerable natural resistance to this disease, and, for the purpose of the investigation, cattle are being imported from the Gold Coast, the Gambia and French Guinea. The Agricultural Department is working in close co-operation with the Veterinary Department, and, although early results are not anticipated, there is every prospect of ultimate success.

136. The Veterinary Department itself is primarily concerned with the control of disease and with the improvement of native flocks and herds as regards the commercial value of their products—hides, skins, meat and butter. As a result of increased security against losses by disease cattle owners are becoming readier to implement the policy of selective breeding by the elimination of inferior bulls from their herds, and the castration service provided by the Department is now very popular, both for cattle and goats. Thus in several areas of the Sokoto Province all strains of goats other than the valuable red breed have been eradicated and there has been a considerable increase in the number of pure red skins bought there.

137. No accurate statistics of the livestock population of Nigeria are obtainable under present conditions: in the Northern Provinces the tax levied on cattle provides some indication, but the various exemptions applicable to certain areas and to certain classes of cattle, and the by no means negligible factor of evasion, bring the tax figures far below those of the actual population. The following table gives an approximate estimate for the whole of Nigeria, including the Mandated territories:—

Cattle ..	.. 2,936,000	Horses ..	.. 173,000
Sheep ..	.. 2,188,000	Asses ..	.. 476,000
Goats ..	.. 5,630,000	Mules ..	.. 18
Swine ..	.. 168,000	Camels ..	.. 2,000

138. During the year prices fell steadily from the high levels of 1937: thus in December, 1938, the price of fat cattle at Ilorin was £5 10s., against £8 15s. twelve months before. The market for hides and skins also suffered

severely, on account of the contraction of the overseas demand ; the drop in local prices is illustrated in the following table :—

	August, 1937	December, 1938
Hides (ordinary) per lb. . .	8½d.	4½d.
Sheep skins ,, ..	1s. 6½d.	9d.
Goat skins ,, ..	2s. 4½d.	1s. 6d.

The total volume of the export trade in these categories fell from 16,680,325 pounds (1937) to 13,104,338 pounds (1938), with a decrease in value of £390,353. In addition, certain other varieties of skins, for the most part those of reptiles, were exported to the value of £5,300.

139. The volume of trade in livestock also contracted somewhat ; the number of slaughter cattle arriving at Ilorin market in 1938 was 74,300, against 94,396 in 1937, but that of goats and sheep amounted to 85,000, the same figure as that for the previous year. The live traffic conveyed by the Railway also decreased, as is shown by the following figures for Kano Station, which is by far the most important loading depot for livestock in the Northern Provinces :—

	1937	1938
Cattle 	29,037	28,194
Sheep and goats	22,800	18,663

The official figure for cattle slaughtered in the Northern Provinces during 1938 is 238,278, but this does not include the hundreds of small markets at which only the odd beast is killed weekly. Some 293,600 sheep and nearly a million goats are known to have been slaughtered during the year, but the actual figures are far in excess of these.

140. The Native Authority Orders for the control of trade cattle worked smoothly and are an effective check on the spread of disease. Some 93,000 cattle from French Territory passed through the border inspection stations during the year and were all there vaccinated against rinderpest, and in some cases against pleuro-pneumonia as well.

141. Rinderpest has been confined to small and localised outbreaks with limited mortality, but pleuro-pneumonia has been of somewhat frequent occurrence in Sokoto, and in eastern Bornu must be considered endemic amongst the resident cattle. The immunisation campaign against the serious epizootics was continued, and sero-virus inoculation against rinderpest was administered to 406,510 cattle and spleen vaccine to 233,639 cattle during the year. These latter were mainly trade cattle passing through the veterinary inspection stations and control posts. There were also 195,525 vaccinations against pleuro-pneumonia, 539,082 against blackquarter and 40,238 against anthrax, while some 11,088 cattle were given courses of injections for the cure of trypanosomiasis.

142. Exact figures for the export of clarified butter fat in 1938 are not yet available, but it is known that the quantity is much larger than that exported in 1937 and probably amounts to a thousand tons at least. This would mean that some 1,400 tons of butter had been purchased from cattle owners at an average price of 3d. a pound. This trade is now of considerable economic value to cattle owners, especially in those areas where no other market exists for the produce of their herds.

Forestry.

143. *Anti-desiccation Measures.*—The completion of the vegetational and economic survey of northern Sokoto Province has afforded a valuable basis for proposals to constitute protective reserves there. The main objects of these reserves will be to improve and safeguard the rural welfare of the people, to provide (under control) grazing for the vast herds of cattle and to prevent the further spread of the desiccation which is the direct outcome of the misuse of the soil. Areas amounting to some 2,180 square miles have been proposed for reservation and 314 square miles are now fully constituted.

144. A similar survey is being carried out in northern Kano and Katsina Provinces, where despite interruptions due to shortage of staff it has been possible to submit proposals for some 400 square miles of reserve. This urgent work is being continued with all possible speed.

145. *Sleeping Sickness Measures and Forestry.*—In Zaria Province the Anchau Sleeping Sickness Scheme, for the establishment of the population in a tsetse-free corridor, is giving a welcome opportunity for co-operation between the Forestry Department and the Sleeping Sickness Service. It is hoped to establish large tracts of the depopulated country as forest reserves, and, in addition, suitable reserves, as free as possible from tsetse fly, are to be assigned to each settlement to meet its domestic needs.

146. *Fuel and timber plantations.*—The development of special plantations to meet local scarcity of fuel and building material is proceeding satisfactorily: the most notable of these are to be found on the Bauchi Plateau and in the southern part of the Benue Province.

147. *Reservation in the Southern Provinces.*—The year has been devoted mainly to Reserve consolidation, an important though not a spectacular task. In the past ill-defined rights to reside and farm were granted in many reserves; this has led to uncontrolled encroachment by farmers mainly for the purpose of planting cocoa, the high price of which in 1937 gave added impetus to these depredations, and security of tenure in many reserves is menaced thereby. The proposal to suspend the Forestry Regulations

in the various clan areas of Ubiaja and Ondo, if and when each clan agrees to the constitution of a reasonable area as forest reserve, has been well received and several schemes are now in formulation.

148. *Working Plans and Research.*—A working plan has been prepared for an area of 314 square miles in the Jamieson River Forest Division of Benin Circle. This awaits final approval. Considerable progress has been made in forest reconnaissance and surveys and much valuable data amassed, while the results of last season's field work have been analysed and mapped. Silvicultural research is somewhat in abeyance but linear sample plots and a profile line have been established in the Sapoba Reserve. In addition, several experiments are in hand regarding the regeneration of exploited forest. A temporary timber-testing laboratory has been established at Ibadan Headquarters and a small sawmill erected. Preliminary tests have been carried out on various timbers while demonstration timber buildings, with shingle roofs, have been built at Ibadan from impregnated secondary timbers. The impregnation plant has been in daily use and large quantities of building timbers, electric light standards and railway sleepers have been treated.

149. *Benin Native Administration.*—In Benin the Forestry Regulations were suspended and replaced by Native Administration Rules in August, 1938. The three years "probationary period" of the Benin Native Administration Forestry Department came to an end on the 31st March. Although the department proved financially successful during this period it was felt that the time was not ripe for the Native Administration to assume complete control, and the extension of the "probationary period" by a further five years was recommended.

150. *Forestry School.*—In May a school for the higher training in forestry of selected students from Kaduna College was opened at the Samaru Agricultural Station near Zaria under the supervision of a European Forestry Officer. After a year's course at the school it is intended to place each student with a Circle Forestry Officer, so that he may acquire practical administrative experience. Subsequently the students will be distributed among the Native Administrations and form the nucleus of an African Forest Service. This is regarded as an important advance towards improving the quality of the African Field Staff in the Northern Provinces and should help to disseminate an appreciation of the aims and value of forestry among the people.

151. *Minor Forest Produce.*—Failing an adequate response on the part of the inhabitants efforts to encourage the exploitation of gum arabic from the Bornu Province have so far met with little success, but suitable gum in sufficient quantity is certainly present and new methods of developing the industry are being sought. Propaganda regarding Niger gutta was so successful that over-production has resulted, though the Chiclé Development

Company of New York is prepared to purchase 300,000 lb. per annum of this commodity. A satisfactory report on the chemical analysis of samples of *Cinchona* bark from the Cameroons has been received. The firm which conducted the analysis is confident that it can interest buyers in further supplies.

152. *Major Forest Produce*.—Political unrest in Europe has had a marked effect on Nigeria's timber exports. From May onwards the market grew steadily worse and, though there are now signs of improvement, revenue from this source has fallen by 17.5 per cent in comparison with 1937. The depression in produce prices is reflected in the decreased fellings of timber for local consumption. During the cocoa boom of 1937, Iroko was fetching as much as 4s. 6d. a cubic foot in the local market. In 1938, although this price fell to 1s. 6d., 26.5 per cent fewer trees were felled for local consumption in the Southern Provinces, which means a proportionate drop in revenue. In the Northern Provinces forest revenue has fallen by approximately 25 per cent, largely on account of the large stocks of pilsawn Iroko planks in the Benue Province, which accumulated during the boom period of 1937 and became a drag on the market.

153. *Departmental Exploitation*.—The exploitation of the Ibadan and Olokemeji Reserves for Iroko railway sleepers has been continued and operations were also started in Ondo Circle where other species were cut. Unfortunately at the end of October, the Railway found themselves to be overstocked and exploitation had to cease. The total value of sleepers supplied by the Department during the year amounted to £16,343. The large demands on plantation produce continued throughout the year particularly in Ibadan where, despite the low price of produce and consequent low purchasing-power of the people, 2,130 cords of firewood, 164 bags of charcoal and 20,450 poles were sold.

154. *Sawmill Development*.—Major W. F. Chipp, D.S.O., M.C., Adviser on Forest Engineering to the Malayan Forest Service, visited Nigeria in November and December in order to investigate the possibilities of developing sawmilling for the supply of local markets. The export trade utilizes but a fraction of the enormous number of species contained in our forests; the removal of the remainder, which have at present no marketable value, presents an economic problem difficult to solve. If a local market can be found for these species through the agency of sawmills, an unprecedented advance will have been made which will be of the greatest practical value in the management of our forests.

155. *Reserves*.—The total area of reserves in Nigeria increased from 20,093.13 square miles to 20,328.14 square miles during the year under review. The total area constituted during the year was 314.47 square miles but 79.46 square miles were released.

Mining.

156. All the mines of Nigeria, except the Government Colliery at Enugu, are situated in the Northern Provinces and worked by private persons and companies under European direction. The land occupied by them is held from the Governor, in whom is vested the control of all native lands in the Northern Provinces: titles of various kinds are granted in accordance with the provisions of the Minerals Ordinance, which declares that all minerals belong to the Crown. Prospecting is carried on under Prospecting Right or Exclusive Prospecting Licence; the former permits prospecting anywhere outside closed areas and areas already subject to some exclusive title, while the latter is limited to the restricted area specified in the Licence. Mining is possible only under a Mining Right, granted in respect of stream beds and annually renewable, or a Mining Lease valid for twenty-one years and renewable for a similar period. The area and the class of mineral to be mined are restricted by the title. Native rights are carefully considered before any title is granted, and full compensation is paid for disturbance. A Water Right is required for the diversion of water from its normal course.

157. Since 1930 the tin mining industry in Nigeria has been subject to the International Agreement restricting production, and output has been regulated by a varying quota based on the production of 1929 as standard. The increased activity of the tin industry recorded in 1936 was continued throughout 1937, the average quota for which was $107\frac{1}{2}$ per cent. By the end of that year the recession in world trade was reflected in the demand for tin, and in the first quarter of 1938 the quota was fixed at 70 per cent; for the second quarter it was reduced to 55 per cent, and to 35 per cent for the last six months of the year.

158. With the object of preventing excessive fluctuations of price the International Tin Committee in 1938 formed a Buffer Stock Pool, to consist in the first instance of 10,000 tons of metal, each country contributing at the rate of 10 per cent of its Standard Tonnage for the last two quarters of the year. Nigeria's share amounted to $544\frac{1}{2}$ tons of metal, and was duly contributed before the end of the year. Government assisted producers by advances at the rate of £120 a ton of metal to those who desired help, charging interest at only 1 per cent above the current Bank Rate.

159. The price of tin metal fluctuated between £155 and £217 during the year, the average being £189 11s. 8d. A total of 10,056 tons of ore was exported, composed as follows:—

- 1,341 tons Carry Forward from 1937 Quota:
- 752 tons Buffer Stock Pool contribution;
- 7,963 tons 1938 Quota.

160. The output of gold was 24,815 ounces, as against 26,466 ounces for 1937. Some 13,000 acres of ground held under mining title for gold have been surrendered and production seems to have stabilised itself at about 2,000 ounces a month. Several lodes are being examined and there is a possibility of development. The average price was £7 2s. 6d. or 1s. 9d. above that of the previous year.

161. Apart from an American contract, which was terminated at the end of the year, practically no sales of Columbite were effected during 1938; the total production was 532 tons, as against 717 tons in 1937, but only 324 tons were exported. The export of Wolfram was 35 tons, the increase of 25 tons over the previous year's figure being due to the higher price, which averaged £2 16s. 2½d. a unit.

162. The Government Coalfields at Enugu, 151 miles by rail from Port Harcourt, are worked by the Colliery Department and are capable of producing 1,500 tons a day. The output during 1938 was as follows:—

					<i>Tons</i>
March Quarter	..	..	..	..	101,721
June „	..	..	..	..	100,103
September „	..	..	..	..	95,773
December „	..	..	..	..	64,143
Total					361,740

The chief consumers are the Nigerian Railway, the Marine Department, the Electrical Branch of the Public Works Department and the Gold Coast Government. Steamers calling at Port Harcourt are also supplied and facilities exist there for loading cargo coal direct into vessels alongside by conveyor and tip.

CHAPTER VII.

COMMERCE.

163. The wealth of Nigeria is mainly agricultural, and is owned and controlled almost entirely by the native inhabitants, whose external purchasing power depends on the export of raw materials ; the considerable but far less important mineral resources of the country, on the other hand, are controlled entirely by non-natives. Of the domestic exports of the year 1938 palm oil and kernels together accounted for approximately 32 per cent, cocoa 16 per cent, groundnuts $13\frac{1}{2}$ per cent, tin ore 15 per cent and raw gold less than 2 per cent.

164. Commodity prices fell to a very low level during the year, and in consequence there was a drop of over 50 per cent in the value of domestic exports, compared with the figures for 1937. The quantities of the principal imports also declined, but by a much less degree than their values-- the decreases in the latter ranged from 30 per cent to 70 per cent, as against 5 per cent to 25 per cent in the quantities. Benniseed was exceptional in achieving an increase in both quantity and value exported. The value of the import trade also declined ; imports of cotton and artificial silk piece goods were specially affected, their value being down by nearly 60 per cent, a shortfall which was in great part due to overstocking in 1936 and 1937.

165. The tourist traffic is still negligible, but each dry season brings more motorists overland through Kano by private car or French " autobus ", and the " round trip " passages on the ocean mail vessels, allowing up to ten days in Nigeria, are slowly gaining popularity.

STATISTICS.

TABLE 1. TOTAL VALUE OF IMPORTS, DOMESTIC EXPORTS AND RE-EXPORTS.

	1934	1935	1936	1937	1938
Imports ..	£ 5,363,680	£ 7,803,811	£ 10,829,609	£ 14,629,387	£ 8,632,292
*Exports ..	8,733,630	11,472,553	14,929,770	19,262,051	9,461,615
Re-Exports ..	140,170	142,161	147,176	174,117	239,600

* Export values are F.O.B. Nigerian ports and include export duties on palm oil, palm kernels, palm kernel oil, cocoa, bananas and tin.

TABLE 2 (a). PERCENTAGE OF PRINCIPAL IMPORTS PROVIDED BY THE EMPIRE AND FOREIGN COUNTRIES.

	1934		1935		1936		1937		1938	
	Empire	Foreign	Empire	Foreign	Empire	Foreign	Empire	Foreign	Empire	Foreign
Cigarettes ..	99.76	.24	99.83	.17	99.46	.54	99.88	.12	99.44	.56
Leaf Tobacco	2.79	97.21	1.5	98.5	1.46	98.54	.9	99.1	4.31	95.69
Gin ..	29.43	70.57	29.83	70.17	22.78	77.22	22.84	77.16	42.81	57.19
Salt ..	89.43	10.57	90.23	9.77	91.63	8.37	90.85	9.15	83.88	16.12
Motor Spirits	.04	99.96	.01	99.99	4.46	95.54	2.22	97.78	100	100
Cotton Piece Goods	63.27	36.73	83.17	16.83	79.33	20.67	81.72	18.28	85.42	14.58
Kerosene ..	.01	99.99	.05	99.95	6.99	93.01	.01	99.99	.03	99.97
Kola Nuts ..	93.41	6.59	94.24	5.76	98.62	1.38	99.1	.9	98.43	1.57

TABLE 2 (b). PERCENTAGE OF PRINCIPAL IMPORTS PROVIDED BY THE PRINCIPAL SUPPLYING COUNTRIES.

	1934	1935	1936	1937	1938
CIGARETTES :					
United Kingdom ..	98.16	99.83	99.46	99.88	99.44
Other Countries ..	1.84	.17	.54	.12	.56
LEAF TOBACCO :					
United Kingdom ..	2.79	1.5	1.46	.51	.35
U. S. America ..	97.03	98.3	98.44	99.03	95.59
Other Countries ..	.18	.2	.1	.46	4.06
GIN :					
United Kingdom ..	29.43	29.83	22.78	22.84	42.81
Holland ..	69.79	70.01	77.22	76.44	57.14
Germany ..	.78	.16	..	..	.05
Other Countries ..	..	..	..	.72	..
SALT :					
United Kingdom ..	89.43	90.23	91.63	90.82	83.88
Germany ..	2.51	6.17	5.42	7.31	9.12
Other Countries ..	8.06	3.6	2.95	1.87	7
MOTOR SPIRITS :					
United Kingdom ..	.04	.01	4.46	..	..
U. S. America ..	47.01	32.31	34.78	36.26	44.72
Other Countries ..	52.95	67.68	60.76	63.74	55.28
COTTON PIECE GOODS :					
United Kingdom ..	59.92	76.9	79.33	72.43	65.65
Italy ..	.11	1.87	4.39	2.16	1.57
Germany ..	.05	2.48	5.49	3.03	1.99
Holland ..	1.04	2.09	1.72	2.36	1.91
France ..	.04	..	..	.01	.05
Russia ..	9.96	2.35	.15	.08	.08
Japan ..	25.36	1.74	.99	1.99	4.25
Other Countries ..	3.52	12.57	7.93	17.94	24.5
KEROSENE :					
United Kingdom ..	.01	.05	6.99	.01	.03
U. S. America ..	44.29	46.01	36.08	31.8	43.09
Other Countries ..	55.7	53.94	56.93	68.19	56.88
KOLA NUTS :					
Sierra Leone ..	86.53	14.55	68.27	95.84	79.2
Gold Coast ..	6.88	79.69	30.35	3.26	19.23
Other Countries ..	6.59	5.77	1.38	.9	1.57

TABLE 3 (a). PERCENTAGE OF PRINCIPAL EXPORTS TO THE EMPIRE AND FOREIGN COUNTRIES.

	1934		1935		1936		1937		1938	
	Empire	Foreign	Empire	Foreign	Empire	Foreign	Empire	Foreign	Empire	Foreign
Palm Oil	68.56	31.44	67.23	32.77	66.4	33.6	59.25	40.75	78.88	21.12
Palm Kernels	48.23	51.77	44.69	55.31	36.06	63.94	39.37	60.63	37.04	62.96
Cotton Lint	86.39	13.61	69.77	30.23	37.48	62.52	72.36	27.64	79.49	20.51
Tin Ore	100	..	100	..	100	..	100	..	100	..
Ground Nuts	14.09	85.91	24.45	75.55	22.89	77.11	30.23	69.77	32.55	67.45
Cocoa	22.21	77.79	29.2	70.8	25.22	74.78	19.84	80.16	36.29	63.71

TABLE 3 (b). PRINCIPAL COUNTRIES OF DESTINATION OF DOMESTIC EXPORTS
(PERCENTAGE).

	1934	1935	1936	1937	1938
PALM OIL :					
United Kingdom ..	64	57.76	66.4	59.25	76.65
Germany ..	3.66	2.96	12.55	4.94	9.44
U. S. America ..	5.62	15.73	7.7	16.84	6.02
Holland ..	2.22	1.12	3.81	1.72	.89
France ..	1.33	.18			
Italy ..	18.19	12.55	8.36	8.6	3.71
Other Countries ..	4.98	9.71	1.18	8.65	3.29
PALM KERNELS :					
United Kingdom ..	48.23	44.69	36.06	39.37	37.04
Germany ..	26.91	33.98	44.28	39.99	32.98
U. S. America ..	.88	2.08	1.32	2.8	.92
Holland ..	15.66	14	12.63	13.18	24.01
France ..				.19	.1
Italy ..		.35	.16	.2	.66
Denmark ..	3.67	1.85	1.5	.66	1.24
Other Countries ..	4.65	3.05	4.05	3.61	3.05
COTTON LINT :					
United Kingdom ..	86.39	69.77	37.48	72.36	79.49
Germany ..		23.37	46.52	14.6	8.69
France ..		.93	2.18	10.07	2.68
Other Countries ..	13.61	5.93	13.82	2.97	9.14
TIN ORE :					
United Kingdom ..	100	100	100	100	100
GROUND NUTS :					
United Kingdom ..	13.31	23.62	22.89	30.23	31.87
Germany ..	10.07	11.91	19.38	14.78	11.79
Holland ..	6.6	12.75	10.09	7.2	7.06
France ..	50.71	41.14	43.29	33.55	43.63
Italy ..	10.51	3.59	.78	9.83	1.39
Other Countries ..	8.80	6.99	3.57	4.41	4.26
COCOA :					
United Kingdom ..	21.87	29.2	25.22	19.84	36.16
Germany ..	17.86	13.4	19.25	17.7	17.65
U. S. America ..	34.17	32.85	32.2	37.5	27.27
Holland ..	23.79	22.65	21.74	22.91	16.91
France ..		.02			.59
Other Countries ..	2.31	1.88	1.59	2.05	1.42

TABLE 4. QUANTITIES, VALUES AND SOURCES OF SUPPLY OF PRINCIPAL IMPORTS.

	1937		1938	
	Quantity	Value	Quantity	Value
		£		£
CIGARETTES—(Hundreds):				
United Kingdom	4,147,926	314,184	3,458,583	272,019
Holland	7	1	22	3
Germany	722	168	409	87
Other Countries	4,453	325	18,943	1,173
TOTAL	4,153,108	314,678	3,477,957	273,282
LEAF TOBACCO—(Lbs.):				
United Kingdom	16,569	697	9,045	537
U. S. America	3,195,953	179,066	2,473,582	133,616
Other Countries	14,721	478	104,840	6,539
TOTAL	3,227,243	180,241	2,587,467	140,692
GIN—(Imperial Gallons):				
United Kingdom	31,815	18,245	29,111	16,774
Holland	106,453	35,072	38,855	11,969
Germany	23	25	28	15
Other Countries	964	296	8	6
TOTAL	139,255	53,638	68,002	28,764
SALT—(Not Table) (Cwts.):				
United Kingdom	977,692	244,657	880,768	230,207
Germany	78,701	18,276	95,713	22,149
Other Countries	19,909	4,255	73,560	15,191
TOTAL	1,076,302	267,188	1,050,041	267,547
MOTOR SPIRITS—(Imperial Gal.):				
United Kingdom	26	12	121	18
U. S. America	3,057,219	101,826	3,868,957	115,664
Germany	10,417	983	6,318	678
Other Countries	5,362,920	120,708	4,776,443	105,570
TOTAL	8,430,582	223,529	8,651,839	221,930
COTTON PIECE GOODS—(sq. yds.):				
United Kingdom	118,705,547	3,214,231	45,162,146	1,074,003
Italy	3,540,744	239,219	1,073,763	30,662
Germany	4,922,173	354,719	1,375,658	27,638
Holland	3,885,056	137,331	1,312,074	49,659
France	15,447	19,050	34,494	1,112
Russia	136,589	2,513	54,360	1,039
Japan	3,261,218	117,201	2,928,206	50,298
Other Countries	29,421,453	742,963	16,854,681	419,708
TOTAL	163,888,227	4,827,227	68,795,382	1,654,119
KEROSENE—(Imperial Gallon):				
U. S. America	1,224,753	35,604	1,476,283	48,986
United Kingdom	531	45	920	80
Other Countries	2,625,526	51,929	1,948,092	40,339
TOTAL	3,850,810	87,578	3,425,295	89,405

TABLE 4. QUANTITIES, VALUES AND SOURCES OF SUPPLY OF PRINCIPAL IMPORTS—*continued*.

	1937.		1938.	
	Quantity.	Value.	Quantity.	Value.
		£		£
KOLA NUTS—(Lbs.):				
Gold Coast	36,900	734	677	1,416
Sierra Leone	1,083,000	22,512	2,788	5,746
Other Countries	10,300	166	55	98
TOTAL	1,130,200	23,412	3,520	7,260

TABLE 5. QUANTITIES AND VALUES OF PRINCIPAL DOMESTIC EXPORTS.

Article	1937		1938	
	Quantity	Value	Quantity	Value
		£		£
Palm Oil	145,718 tons	2,368,924	110,243 tons	981,330
Palm Kernels	337,749 „	3,647,717	312,048 „	2,168,366
Cotton Lint	191,749 cwt.	496,755	114,585 cwt.	246,856
Tin Ore	15,035 tons	2,628,175	10,486 tons	1,435,157
Groundnuts	325,929 „	4,057,893	180,136 „	1,305,828
Cocoa	103,216 „	3,657,367	97,100 „	1,566,684
Cattle Hides	10,174,425 lb.	289,292	7,087,473 lb.	153,548
Sheep Skins	1,697,825 „	128,255	930,077 „	39,943
Goat Skins	4,808,104 „	458,693	5,086,841 „	322,297
Gold (raw)	26,161 oz.	184,556	24,970 oz.	176,069

TABLE 6. IMPORTS AND EXPORTS OF COIN AND NOTES.

	1934	1935	1936	1937	1938
	£	£	£	£	£
Import	71,374	495,486	1,836,163	3,942,096	2,934,922
Export	1,204,426	434,929	480,310	139,508	4,869,485

CHAPTER VIII.

LABOUR.

166. The only industries employing labour on a large scale are the plantations in Nigeria and the Cameroons under British Mandate and the mines. Exact labour statistics are available only for the Cameroons plantations, which employed 25,113 labourers in 1938, 5,523 more than were employed in the previous year. The plantations in Nigeria employ about 2,180, and the mines an average of 30,000. Employment on the minesfield fluctuates within wide limits according to the quota controlling the output; the average for 1938 was 43,334, the 1937 average of 49,509 being higher than that of any previous year. In addition the Government Colliery employs some 1,600 men and the Nigerian Railway and the Public Works Department about 14,000 and 11,000 respectively. All labour is voluntary, and as the supply is plentiful no special recruiting is necessary.

167. All the plantations in the Southern Provinces and the Cameroons have been declared "Labour Health Areas" under the Labour Ordinance, 1929, and all matters relating to the labourers' dwellings and their conditions of employment are controlled by its provisions and the regulations made thereunder. The labour camps in the minesfield are excluded, with the rest of the Northern Provinces, from the operation of the part of the Ordinance dealing with labour health areas, but the conditions are there governed by orders made by the native authorities. The general amenities of the 'Labour Health Areas' at Sapele in the Warri Province have been greatly improved and the construction of labourers' lines continues.

168. Of contract labour, in the sense of labour which is bound for the period of the contract, there is none except on a few timber concessions, where the contracts are oral and are limited to six months' duration; the Labour Code prohibits unwritten contracts for more than six months. All labour, however, is deemed to be by contract within the meaning of the Labour Code and is subject to its provisions, except contracts of service made in accordance with native law and custom where all the parties are natives of Nigeria and the employment is not connected with the Government or with any person who is not a native of Nigeria. In some of the mines payment is according to the amount of tin brought in, but elsewhere it is on daily rates and is payable as a rule at the end of each month.

CHAPTER IX.

WAGES AND THE COST OF LIVING.

169. The great majority of the population is not concerned with wages, for it consists of peasant farmers, traders and craftsmen, working for themselves and assisted mainly by their families. His own farm provides

the bulk of the peasant's staple food and many of his other requirements are made at home from local materials at little or no cost except the time and labour of himself or his family. The proceeds of his cash-crops go for the most part in the purchase of "luxuries" such as salt, tobacco, kola nuts and imported cottons and utensils, and also in the payment of tax. Whole-time craftsmen and traders are relatively few compared with those who combine one or more "industries" with farming, and there are few farmers who do not supplement their incomes with the occasional practice of a craft. Moreover conditions vary from region to region; the price of foodstuffs is appreciably lower in the North than in the South and in the South-western than in the South-eastern Provinces. Food is not sold by weight, but by arbitrary measures or by number; butchers in Lagos are required by law to use scales, but in practice most of their customers know nothing of such measurement and prefer to buy meat by the piece. Production and sale are little organised; farmers and fishermen merely send the surplus above their domestic requirements into the markets, so that prices vary from day to day and from market to market. It is thus difficult to make any exact calculations as to the cost of living of farmer, craftsman or trader: some indication is, however, provided by the minimum wage at which the native employer can hire unskilled labour, and it may be taken that the cost of a bare but not inadequate subsistence for a single man would not exceed 2d. a day in the cheaper areas or 4d. in the more expensive.

170. The staple articles of food for labourers and other wage-earning classes in the South are yams, cassava, maize, beans, palm oil, greens with pepper, dried fish and occasional small quantities of meat; in the North guinea-corn and millet (taken in the form of a thick porridge) predominate, supplemented by cassava, beans, groundnut oil, pepper and meat; rather more meat and less fish are consumed in the North than in the South.

171. A Central Committee was set up in Lagos in 1937 to study and control the wages of Government native employees, and in each Province a Provincial Committee sits periodically to scrutinise the relative levels of wages, amend local scales if necessary and report to the Central Committee.

Unskilled Labour.

172. Unskilled labour may be divided broadly into three classes:—

- (a) Agricultural labour employed by local farmers in the villages.
- (b) Casual labour hired by the day for portage, etc.
- (c) Regular labour paid at daily or monthly rates for work on roads, plantations, trading beaches, etc.

173. Class (a) is distinguished by the fact that the wage is usually paid partly in kind, food for the midday meal being supplied by the employer. The wage varies from 2d. a day with a midday meal in the Cameroons to 6d.

a day in the Abeokuta Province. This class does not, of course, consist of professional labourers except in so far as the people of Nigeria are by nature professional farmers. All such labourers may be assumed to have homes and farms of their own and to offer themselves for employment on their neighbours' farms only in their spare time. The same applies to labourers employed locally for building and thatching houses and for harvesting palm produce. The general level of wages for labour of this class has shown little change during the year.

174. Class (b) is to be found both in the towns and in outlying villages and the wages vary between 5d. and 1s. for ordinary casual labour. Carriers are engaged at rates varying from $\frac{3}{4}$ d. to $1\frac{1}{2}$ d. a mile.

175. The daily wages paid to Class (c) vary considerably according to the nature of the work. The labour wage rate for Government employ varies between 5d. and 1s. 6d., and that for plantation labour between 3d. plus rations and 1s. 3d.

176. Over most of the Northern Provinces wages paid to unskilled labour vary from 4d. to 9d. a day, but in some places labour is readily obtainable at 3d. a day or even less. The restrictions on tin production have had an adverse effect on the wages of skilled and unskilled labour employed on the minesfield, and it is estimated that in the Plateau Province the rates of pay have fallen by nearly one half since 1937. The general cost of living has varied little during the year, though in some areas the price of native foodstuffs has fallen slightly, probably on account of the general decrease in the value of export produce.

177. In Lagos the minimum wage for labourers in Government employ has been fixed at 1s. a day. Retrenchment and lack of employment during the last few years made labour available at 8d. a day, if the employer provided free housing, and at 9d. if the labourer had to house himself. Casual labourers, if they are unmarried or living apart from their wives, usually form communities, four or more of them sharing a room at a cost to each of from 1s. to 2s. a month. A large number of men sharing a dilapidated house and its yard will pay the rent by contributing each as little as sixpence a month. There is no such thing as lodgings in the English sense of the word. The landlord lets an empty tenement at from two to ten shillings a month and the number of his tenants does not concern him. They provide what little furniture they require and their own food, which they either cook themselves or buy already prepared from street vendors. Married labourers often live in single rooms at an average monthly rental of from two to four shillings. In the majority of cases the wives of wage-earners and of those on low salaries are petty traders and their profits are sufficient to pay for their own food and that of their children.

Salaried Classes.

178. Skilled artisans receive wages varying from 1s. to 4s. a day. Their standard of living is proportionately higher and their diet includes a certain amount of imported food. The average cost of living for a bachelor may be assessed at 1s. 2d. a day and for a married man at 2s. 4d.

179. The majority of the educated classes is engaged in clerical occupations, but the supply exceeds the demand in some areas and beginners are willing to accept salaries of 15s. to £1 a month, from which minimum the scale extends to £300 a year and even more for those in the highest positions. The average salary may be assessed at £72 a year or 4s. a day in the Protectorate, while in Lagos, where the supply far exceeds the demand, a fair average is probably £4 a month. A man on this salary is usually married, and, if he is a stranger, rents a room or a small house with a corrugated iron roof and bamboo or mud walls: in Lagos, where rents are relatively high, one-sixth of his income will go on rent, even with allowance for what he may recover by subletting rooms if he has taken a fair sized tenement. The relation of rent to income is a function of the standard of living; in the middle grades the ratio is higher amongst the illiterate than amongst the educated classes, for the diet of the latter includes a considerable quantity of imported foodstuffs, and so leaves a smaller proportion of total income available for rent. The duties imposed on imported provisions in 1934 have substantially increased their local prices, and have especially affected the cost of living for Europeans, which ranges from £250 to £500 a year for a single man.

CHAPTER X.

EDUCATION AND WELFARE INSTITUTIONS.

Education.

180. The Advisory Boards of Education for the Northern and Southern Provinces continue to function successfully. The agenda for the 1938 meetings included the following important items:—

North:

1. Registration of Teachers
2. The Teaching of English
3. Female Education
4. The place of the untrained teacher
5. Classes for Religious Instruction
6. Community work.

South.

1. Rural Health Units and Rural Reconstruction
2. Grant-in-Aid
3. Agricultural Education
4. A Provident Fund for Teachers
5. Salary scales for African Teachers.

181. The Provincial School Committees established under the Education Ordinance, 1926, are on the whole not so successful as was anticipated. Most of the Provinces in Nigeria are so large in area that it is difficult to arrange meetings, and the cost of travelling is high. The possibility of using the District under one Native Administration Treasury as a unit has been considered, but this would mean a multiplicity of Boards representing small areas, while many Native Administrations are able to set aside only insignificant sums for educational work. Alternative schemes of re-organisation are still under consideration.

182. During the year there has been a considerable increase in the number of schools and in enrolment, and standards have been well maintained. Twenty-six additional schools were placed on the Assisted List during the year, and two additional area grants were sanctioned.

183. The special Visiting Teachers' Course at Bauchi Training Centre was concluded during the year. This was undertaken in order to produce a new type of Visiting Teacher trained to relate the work of the elementary school more closely to the life of the community which it serves. The course was most successful, and those who attended it are doing excellent work in the field.

184. The Agricultural Course for teachers at Ibadan has continued to do useful work, and most satisfactory reports from the Agricultural Officers have been received in regard to the agricultural work undertaken in many of the schools in which teachers who have passed through the Training Centre have been in charge. The similar training centre at Umuahia should open next year, as the buildings are nearing completion.

185. In the Niger Province short courses in Agriculture for teachers were held at Bida where the Middle School has a 12 acre demonstration farm. In Benue Province the Agricultural Officer has developed a scheme for the training of elementary teachers from the backward Tiv areas. In Benin Province seven of the ten Government schools have palm plantations. All-round improvement in handwork and agriculture has been recorded in the majority of schools during the year.

186. The Higher College, Yaba, continues to attract a good type of student but the numbers are still limited, and are mainly drawn from the Government Middle Schools. With the exception of candidates for

literary training as Arts Masters and candidates for the Commercial Class, Mission candidates can, as a rule, enter the College only by taking a special preparatory course in science. This state of affairs must continue until an adequate number of science teachers for the Mission Middle Schools has been trained. The Northern College was moved from Katsina and installed in the magnificent new buildings at Kaduna in April.

187. Girls' education throughout the country is progressing satisfactorily, and great strides have been made in the teaching of Domestic Science. Plans for the new buildings for Queen's College on a site at Yaba have been drawn up, and the scheme is now under consideration by Government. The prejudice in the Mohammedan areas in the North against the education of girls is gradually being broken down.

188. The classes for adults at the Native Administration elementary schools in the Northern Provinces are gaining in popularity.

189. The Experimental Broadcasts to Lagos schools have continued throughout the year. Over thirty schools are now equipped to enable them to listen to Radio lessons and talks. The voluntary announcers have included Education Officers and their wives, European Mission Educationists, the Lagos Players, the Medical Officer of Health, Lagos, and Dr. Hanns Melzian of the International Institute of African Languages and Cultures.

190. The Lagos After-Care Committee which was instituted at the suggestion of the Nigeria Union of Teachers has rendered good service in finding employment for ex-scholars.

191. The total number of schools in the Northern Provinces was 538 with an enrolment of 24,404. In addition there were 36,838 Koran Classes with 210,285 pupils, and a number of classes for Religious Instruction organised by the Missions. In the Southern Provinces there were 3,533 schools with an enrolment of 267,788 pupils. All these figures show a considerable increase over those for 1937.

Welfare Institutions.

192. The people of Nigeria have not reached that stage where it has become necessary for the state to make provision for its destitute members. The family or clan is still a very vital force and its members look after and support one another in sickness, old age or any other misfortune. For the same reason no provision is required for orphans, all such being considered as part of the family of either their mother or father according to whether the tribe is matrilineal or patrilineal and, in the latter case, whether or not the husband has paid the bride price. In the comparatively few cases where the relatives of such unfortunates cannot be traced provision for their maintenance is made by the Native Administrations or by Government. Thus the Benin

Native Administration maintains a settlement of twenty-one indigent persons who receive a monthly subsistence allowance of five shillings each and in Asaba the Nuns look after a home for orphans, mental defectives and destitute old women. At Yaba near Lagos the Salvation Army maintains an Old People's Refuge, the inmates of which are for the most part aged and infirm paupers discharged from the African Hospital as unlikely to benefit by further treatment; they are subsisted by Government and the authority of the Commissioner of the Colony is required for each admission. Details of the settlements and asylums for lepers and of the organisation of centres for infant welfare and maternity work have been given in Chapter IV; mention may, however, be made of the "Lagos Health and Baby Week", an annual function which enjoys an ever increasing popularity, with its open-air exhibition, lectures, demonstrations and competitions.

193. In addition to the family and clan there are other indigenous forms of association particularly in the heavily populated provinces of the south-east, such as the "company" or "age grade", and "title" societies, which perform the functions of provident societies, saving clubs and the like, assisting members to bury their deceased relatives and providing members who have been disowned by their families with proper funerals. Many of these associations also assist members who find themselves in financial difficulties, advancing them money with which to pay their debts or court fines, and in some cases going as far as to hire lawyers to defend them in court proceedings. There are also more specialised forms of association for mutual benefit such as the trade guilds of the Oyo Province and Unions of produce buyers and motor owners, whose influence is on the increase. Again in most parts of the Southern Provinces "slate" clubs are common, the system being for each member to pay into the club a fixed part of his monthly wage, the total sum thus contributed being paid to each member in turn. A great many of the educated and literate Africans of the Southern Provinces are members of Nigerian branches of various friendly societies of the United Kingdom such as Freemasons, Oddfellows, Rechabites and Foresters, while locally conceived societies for political discussion and mutual aid continue to grow in numbers. In rural areas these are usually associations of young men who meet for the public discussion of social and political questions, with a view to bringing their opinions to the notice of the Native Authorities and Government. This class of society is becoming increasingly politically minded, a notable example being the Ibibio Welfare Union which includes in its membership a number of educated men of every class from the six Ibibio-speaking Districts. Regular meetings are held and subjects of public interest discussed. In the large towns such societies are often found amongst clerks, artisans and professional men whose work has brought them there from other parts of the country, and their basis in that case is the sentimental bond which unites fellow countrymen in exile. Their principal

objects are to help members in difficulty, and to watch and discuss the affairs both of the town in which they are established and also of the area from which their members are derived ; in both spheres they are accustomed to make corporate representations to the local authorities, and such resolutions may be of real value to the Administration as an index to the trend of feeling amongst the younger and more literate generation. Similarly organised clubs for social intercourse, literary pursuits, music, drama or games exist amongst the educated classes in nearly all the large centres in Nigeria ; in the Northern Provinces these were till recently recruited mainly from the non-moslem elements, but of late they have appeared, with official encouragement, amongst the local staff of certain of the larger Native Administrations, the nucleus being in some cases (e.g. at Kano and Yola) a Library and Reading-room. Libraries of general interest form an essential complement to the educational programme, for they provide an unmercenary inducement to the achievement of literacy in English as well as the means of maintaining it ; accordingly their development is being fostered in an increasing number of centres in Nigeria.

194. Organised games, in the North no less than in the South, provide a field for the social energies of an even larger proportion of graduates from the schools and colleges. Association football and cricket are the most popular and " Leagues " have been formed in several Provinces, including European as well as African teams ; tennis has a growing appeal, and polo is played by Africans at Kano, Katsina and some other places in the Northern Provinces.

195. The Scout Movement in Nigeria still has to overcome certain difficulties of local organisation, and there has not yet been time for the full effects of the 1937 renovation to manifest themselves. The total number of Scouts at the 1938 Census was less by 438 than the corresponding figure for the previous year ; the decrease is due to the disbandment or suspension of fifteen groups and to dismissals of individual scouts on the recommendation of the Chief Scout Commissioner, while newly registered groups and sections are still weak in numbers. Membership on the 30th September, 1938, was as follows :—

Scouts	1,904	(101 Troops)
Wolf Cubs	383	(25 Packs)
Rover Scouts	284	(13 Crews)
Troop Officers	161	
Cubmasters	37	
Rover Scout Leaders	13	
Commissioners	18	

A notable addition to the Movement during the year was the Troop formed amongst the boys of the Industrial School for Juvenile Offenders at Enugu and duly recognised by Imperial Headquarters ; it proved an immediate

success and joined on equal terms with the other troops at a Provincial Jamboree in July, its gymnastic display being acclaimed as the outstanding feature of the meeting.

196. The activities mentioned above are at present those of a very small minority, an element which is, nevertheless, increasing and in the towns exercises an influence out of all proportion to its numbers. For the rest the rural population is served by its own traditional organisations for the promotion of arts and entertainments native to the country from time immemorial. These differ from place to place, but nowhere is there lack of public recreation: vocal and instrumental music, miming and purely rhythmic dancing, mumming, impromptu recitation and epic ballad, boxing, wrestling and hunting— all are regulated by local custom, and where a high standard of performance encourages specialisation there is a tendency for a guild to develop, transcending village or state boundaries and imposing a professional code on all its members. The local community also has its own officials charged with regulating each public activity within its borders and maintaining liaison with the corresponding officials in neighbouring communities. In this manner inter-village wrestling matches are arranged and such joint enterprises as the large scale game drive or the serial celebration of festivals in which each village sends representatives to enjoy its neighbours' hospitality.

CHAPTER XI.

COMMUNICATIONS AND TRANSPORT.

197. The Marine, Port and Railway services of Nigeria are co-ordinated under the executive control of a Director of Transport. There is also a Transport Advisory Board for the country as a whole; local Area Transport Committees for Lagos, Kano and Port Harcourt, with the Director of Public Works, the Resident, Kano, and the Resident, Owerri, as their respective chairmen and a mixed official and non-official membership report to the Board on matters of local concern in these three areas.

Marine.

198. All existing Marine Department services were maintained in a satisfactory manner during the year. Included in these services were such important aids to shipping as the pilotage and towage of vessels, the maintenance of light houses, buoys, and beacons, and in addition a considerable amount of valuable Hydrographic Surveying was accomplished. The usual dredging programme was carried out on Lagos Bar and in the Harbour, and the published depths of water on the Bar and in the channels were

maintained. Marine Colliers transported Udi Coal from Port Harcourt to Lagos as usual, and mails were regularly carried between Lagos and Sapele. Reclamation at Apapa continued, and 856,000 tons of spoil were pumped ashore.

199. Experimental dredging was carried out by the drag-head dredger "Robert Hughes" during the month of January on Forcados Bar, which had been gradually silting up. The primary object of this experiment was to ascertain whether it was practicable for a dredger to work in so exposed a position—almost in the open sea. It was found that such operations were possible in the fine weather season, and 90,000 tons of spoil were dredged in a month. Further experiment will show whether any permanent improvement could be achieved by continuous dredging in such circumstances.

200. Thanks to a dredging unit maintained at Boler Creek the maximum advised draught for vessels proceeding by this route to Degema and Abonema was increased from sixteen to seventeen feet at High Water, Spring Tides. The Bars at Bonny and Akassa were resounded in January, when it was found that the former had considerably improved while conditions at the latter were unchanged. The recommended draught at Bonny was accordingly increased from 21 to 23 feet at High Water, Spring Tides, with a smooth bar.

201. In addition to its normal activities the Department has during 1938 built three Diesel-engined launches, one 70 feet and the other two 36 feet in length. It has also so converted the suction dredger "Lady Clifford" as to enable her to pump spoil ashore direct from her own hopper.

Port Engineering.

202. Conditions for navigation both inside and outside the entrance works at Lagos have shown little change during the year, the permissible draught for vessels having been maintained at twenty-seven feet. The foreshores on either side of the harbour have continued in an unstable state, although reclamation works undertaken on the eastern side have retarded the rate of erosion in this area. Erosion was also marked in the vicinity of Five Cowrie Creek Point, where the construction of permanent protective works became a necessity.

203. The additional transit shed accommodation at the Customs Wharf, Lagos, was completed, while extensive alterations were undertaken for the general improvement of this area. At Apapa (Lagos) various minor works were carried out within the port area with the object of increasing the general efficiency of the port. At Port Harcourt extensive repairs to all four transit sheds and the reconstruction of the dolphins at the Coal Conveyor berth were begun.

Railway.

204. The Nigerian Railway has 1,900 route miles of single track, with a total of 2,184 miles inclusive of sidings. The main line gauge is 3 feet 6 inches. For administration the Railway is divided into Western, Northern and Eastern Districts: the Western District extends from the Port of Lagos to the River Niger at Jebba, a distance of $302\frac{1}{2}$ miles, and includes $26\frac{1}{2}$ miles of branch line from Ifaw to Idogo. The Northern District extends from Jebba to Nguru (the Bornu terminus), a distance of $540\frac{1}{2}$ miles, and includes three branches—from Minna Junction to the port of Baro on the River Niger, from Zaria north-westwards to Kaura Namoda in Sokoto Province, and from Zaria south-eastwards by light railway (2 feet 6 inches gauge) to Jos. The Eastern District extends from Kaduna Junction to Port Harcourt, a distance of 569 miles, and includes a branch line from Kafanchan to Jos. There are 191 stations and twenty-five halts now open to traffic.

205. The reconditioning of the Minna-Baro Branch is nearly complete and the line has been opened to day services of passenger and goods trains. The work of relaying the track between Port Harcourt and Enugu has been begun, starting with the worst curves; this has been necessitated by the bad condition of the existing steel sleepers, which are being replaced with the new clip type sleepers.

206. The Akerri bridge has been lengthened by two spans and the river bank on the north side of the bridge has been protected against erosion. Work has continued on the programme for strengthening or renewing over-stressed bridge spans, of which eighty-seven have been treated, including the Zungeru bridge where two spans of 120 feet and one of 100 feet have been replaced.

207. The gross earnings of the Railway for the Financial Year ended 31st March, 1938, were £2,834,967—£168,009 more than the previous year's earnings. The working expenditure for the same period amounted to £1,326,955, with net receipts of £1,508,012. This sum was sufficient to cover full interest charges of £763,666, a contribution to the Renewals Fund of £427,547 and an appropriation to the Reserve Fund of £233,897. The ratio of working expenditure to gross receipts in 1937-38 was 46.81 per cent as against 43.48 per cent in 1936-37. For the calendar year 1938 revenue amounted to £2,337,424, and expenditure to £2,344,288 exclusive of a contribution of £429,387 to the Renewals Fund.

208. The total number of passengers carried was 7,356,766—1,068,950 less than the number carried in 1937. This decrease was in part due to a reduction of suburban services effected in order to open more paths for freight trains. The receipts, however, increased by £13,582; this curious

reversal of the normal trend may be traced to an increase in long distance travel which offset a greater reduction in the number of short journeys undertaken. Goods traffic, including material and livestock, amounted to 881,976 tons—9,872 tons less than the corresponding figure for 1937. The Lagos Town Office and Depot enjoyed considerable popularity, and the revenue for 1938 was £21,582.

209. Numerous concessions and variations of traffic rates were effected, the more important being as follows :—

- (a) Regulations for Tourist Concession Tickets were revised :
- (b) Basis of First Class fares was reduced from 4d. to 3d. a mile :
- (c) The prices of coal and the regulations governing its sale were revised :
- (d) Through rates for certain fruits, import and export traffic, were introduced in connection with the Nigerian Railway Road Transport Services.

210. The Workshops were fully employed during the year and both overtime and shift working was necessary. The general improvement in goods traffic was maintained during the first half of the year and it was necessary to carry out a heavy repair programme. The output from the Workshops Section of the Mechanical Department during the year was as follows :—

169 Locomotives.

148 Passenger Vehicles.

1,239 Goods Vehicles.

A further five new Garratt 4-6-2—2-6-4 Locomotives were placed in service during the early months of the year.

211. Special attention was given to wagon repairs in order to provide against a peak in goods traffic expected at the end of the year, and in consequence fewer new vehicles were built. Four inspection coach bodies were constructed with local timber by African labour, and the standard of workmanship proved encouragingly high.

212. In the Running Section of the Mechanical Engineering Department some progress has been made with the training of African Drivers, but the frequency of locomotive failures and train delays through lack of technical knowledge and initiative indicates the necessity of stricter and more intensive instruction if adequate performance is to be achieved.

Nevertheless the Garratt engines (501 Class) manned by African Drivers are now giving satisfactory service on the Jebba-Minna section, on which all trains other than the Limited and the Mail are worked by them.

213. The training of apprentices for the Locomotive as well as for the Carriage and Wagon fitting staff has continued ; all newly engaged apprentices must have attained a standard of education equivalent to Lower Middle Class II as a minimum, and it is hoped that a general improvement of work will result from insistence on this initial qualification.

Roads and Bridges.

214. The following table shows the total mileage of roads in Nigeria.

	<i>All-season</i>	<i>Dry-season</i>	<i>Total</i>
Public Works Department	3,829	..	3,829
Townships	187	..	187
Native Administrations, N.P.	3,883	7,024	10,907
" " S.P.	4,798	396	5,194
<hr/>			
Total	12,697	7,420	20,117
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215. Of the roads maintained by the Public Works Department 1,141 miles are earth-surfaced, 2,400 miles gravelled and only 288 miles have a bituminous surface. Heavy increases in traffic of recent years have made plain the desirability of extending this last category, particularly in the south-western provinces and in the southern part of the Cameroons Province, and an important programme of resurfacing inaugurated in 1936 is still under execution ; by the end of 1938 about 180 miles had been treated accordingly. General maintenance costs have been reduced as a result of further improvements in soil grading and drainage.

216. Major works undertaken or continued in 1938 include the construction of the Mamfe-Bamenda road and bridges (Cameroons Province), the re-alignment of the Abeokuta-Ijebu Ode road and the building of five large bridges at various places in the Northern and Southern Provinces.

217. "All-season" roads in the Northern Provinces have permanent bridges and, except a few short sections of bitumen, a gravelled surface ; "dry-season" roads are cross-country tracks with earth surface and temporary drifts or causeways at river and stream crossings, and are motorable only for six months of the year at best. On the all-season roads maintained by the Native Administrations of the Northern Provinces

vehicle weights are limited by local restrictions ; in the Southern Provinces most of the Native Administration routes are earth roads of secondary importance.

218. The main framework of the approved "Skeleton Trunk Road System" for Nigeria consists of four roads from east to west and two from north to south. The total length of the system is 4,090 miles, of which 1,958 miles were formerly maintained by Native Administrations ; Government has lately assumed financial responsibility for the whole.

219. Trunk Roads (Class B) are maintained by the Native Administrations with financial assistance from Government ; they are intended ultimately to be open to traffic at all seasons, but for the present the various sections are maintained at standards conforming primarily with local conditions. 1,960 miles of roads have been added to this schedule in 1938.

Posts and Telegraphs.

220. *Postal Services.*—Considerable progress has been made in the extension of the Postal Service to meet growing public demands, and some fifty-four additional offices have been opened.

221. *Mails.*—The regular fortnightly service of Messrs. Elder Dempster Lines, Limited, was supplemented during the year by extra sailings and, in addition, mails were also conveyed to and from Europe as opportunity offered by steamers of Messrs. John Holt & Co., Ltd., the Holland West Africa Line, the Woermann Line and the banana carrying vessels of the Laeisz Line. The internal mails are carried by railway, motor transport and launch services. The outlying Post Offices are served by carrier and canoe transport. A weekly air mail service in both directions between Nigeria and England is operated by Imperial Airways, Limited.

222. *Telegraphs.*—The principal telegraph transmitting offices are at Lagos, Enugu and Kaduna, and each of the three is directly connected with the other two in order to provide alternative channels should one of the main lines be interrupted. During December, however, it was found necessary to work a direct wireless channel between Lagos and Kano to cope with a temporary peak when heavy Christmas and New Year traffic coincided with the reconstruction of some of the lines. The rebuilding of main lines continued and over 200 route miles were covered during the year. There are 108 Post Offices open for telegraph business, and with the growing needs of the service the quadruplex system on occasion proved barely adequate to deal with the traffic offering. Improved methods, involving carrier current systems, are being introduced, and together with reconstructed routes and teleprinters should greatly increase the capacity of the service to meet future demands upon it.

223. *Wireless*.—The wireless stations at Lagos, Badagri, Buea, Bamenda and Mamfe continued in operation for internal services and a sixth station was opened at Okitipupa, situated on one of the lagoons of the Ondo Province. New plant was designed and made for Buea, Bamenda and Mamfe, in order to preclude further breakdowns such as occurred at Mamfe in 1937, but it had not yet been put into service by the end of the year under report. Wireless transmitting and receiving installations are also maintained at Lagos, Oshogbo, Kaduna, Kano and Maiduguri for communication with aircraft on the Imperial Airways route from Khartoum to the Gold Coast. All these, except that at Maiduguri, have been fitted with new apparatus, and direction finders have been added at Lagos and Kano.

224. *Broadcasting*.—The number of privately owned receiving sets continues to increase, and that of subscribers to the radio-distribution service in Lagos rose to 829. The total number of licences issued in 1938 was 2,081.

225. *Telephones*.—The number of subscribers and the volume of traffic have increased since the rates were reduced on the 1st July, 1937. The telephone system is being extended throughout the whole country, and the scheme which has been adopted provides for eventual connection between Lagos, Kano, Enugu, Port Harcourt and Calabar. There are thirty-six Telephone Exchanges in operation and another three are to be added early in 1939. Trunk calls are available within four separate zones, which have still to be connected one with another by telephonic trunks.

226. *Departmental Training Schools*.—Two schools are maintained—the Telegraph School and the Technical School: the former provides for the instruction of Postal Clerks and Telegraphists in all branches of manipulative and counter work, while in the latter African Sub-inspectors receive their training and refresher courses in technical subjects are held from time to time.

Aviation.

227. The weekly mail and passenger service between the Gold Coast, Nigeria and Khartoum, where it connects with the main air route from England to the Cape, has continued throughout 1938, with an increasing volume of passenger traffic. 510 passenger bookings were recorded of which 400 were for external journeys.

228. The construction of Provincial landing grounds was begun at Enugu, Benin and Jos, and the approved programme provides for others at Calabar, Sokoto and Yola, to be put in hand in the near future.

CHAPTER XII.

PUBLIC WORKS.

229. The Native Administrations are encouraged to assume responsibility for the development and upkeep of local works within their areas : some of them have also undertaken on behalf of Government the maintenance of works and services chargeable to central funds, under the supervision of Engineers and Inspectors of the Public Works Department.

230. Contractors are increasingly employed by Government, and work to the value of £60,000 on new buildings was thus executed during the year. A considerable part of the maintenance of roads and buildings was also carried out by petty contract.

231. The Public Works Department maintains a large sawmill at Ijora, near Lagos, for the conversion of locally produced logs ; this is playing an important part in the development of the timber trade, both local and export.

232. *Waterworks*.—Existing water supplies have been maintained at twenty-one stations. Improvements have been begun at Calabar, Enugu, Onitsha and Port Harcourt, and those undertaken at Aba have been completed. The construction of new waterworks has been started at Ibadan, Jos, Shika and Zaria, and continued at Ogbomosho. Seven new schemes are under investigation.

233. *Electricity Undertakings*.—Government owned undertakings are maintained at Enugu, Jos, Kaduna, Lagos, Port Harcourt, Yola and Zaria, and the Public Works Department also manages three others on behalf of local Native Administrations at Abeokuta, Kano and Katsina. Supply works are in progress at Calabar, Ibadan and Warri, and proposals for other townships are under consideration.

234. The output of the existing stations in 1938 amounted to 18,125,112 units. There has been a steadily increasing demand for domestic appliances, and heaters have lately been added to the list of those available on hire.

235. The Public Works Department maintains a school at Lagos for the instruction of technical probationers, who are also given practical experience under the Divisional Officers during the period of training. An Engineer officer is attached to the Yaba Higher College for the tuition of special students destined for the technical services. The technical probationers have been employed largely on road surveys and investigations of engineering projects.

CHAPTER XIII.

JUSTICE AND POLICE.

236. The Courts established in Nigeria are as follows :—

The West African Court of Appeal.

The Supreme Court.

The High Court of the Protectorate.

The Magistrates' Courts.

The Native Courts.

237. The jurisdiction exercised by the West African Court of Appeal and the proceedings therein are regulated by the West African Court of Appeal Ordinance, 1933, and by Rules of Court made under the authority of the West African Court of Appeal Orders-in-Council, 1928-35, consolidated.

238. The jurisdiction exercised by the Supreme Court and the proceedings therein are regulated by the Supreme Court Ordinance. Its territorial jurisdiction is limited to the Colony for all but certain classes of proceedings in respect of which it has jurisdiction in the Protectorate also. The personnel of the Court consists of a Chief Justice and Judges. In addition the Governor appoints Commissioners who exercise limited jurisdiction within the Colony. Criminal causes in the Supreme Court are generally tried on information, but trials before Commissioners are conducted summarily.

239. The following statement shows the number of criminal cases brought before the Supreme Court during the twelve months from 1st November, 1937 to 31st October, 1938 :—

Offences against the person	674
Offences against property	1,130
Offences against Currency	56
Offences against Public Order, Law and Morality..	4,590
Miscellaneous offences	4,507
Total	10,957

240. In the Protectorate the jurisdiction exercised by the High Court and the Magistrates' Courts is regulated by the Protectorate Courts Ordinance, 1933, as amended from time to time. The personnel of the

Courts consists of a Chief Judge, Judges, Assistant Judges and Magistrates. The Chief Justice and Puisne Judges are ex-officio Chief Judge and Judges, respectively, of the Protectorate Courts. Probate, Admiralty and Divorce suits, and cases arising under certain Ordinances are reserved for the Supreme Court. Subject to this reservation the Judges and Assistant Judges enjoy full powers, whilst minor powers are vested in the Magistrates. The High Court and the Magistrates' Courts are, like the Supreme Court, open to legal practitioners.

241. The following is a statement of criminal cases heard in the Courts of the Protectorate during the twelve months from 1st November, 1937 to 31st October, 1938 :—

<i>Description</i>				<i>Northern Provinces</i>	<i>Southern Provinces</i>	<i>Total</i>
Offences against the person	..	..	..	405	2,413	2,818
" " property	..	..	..	1,016	2,919	3,935
" " Currency	..	..	..	47	359	406
" " Public Order, Law and Morality	..	..	..	837	3,826	4,663
Miscellaneous offences	..	..	..	1,974	7,592	9,566
TOTAL	..	..	..	4,279	17,109	21,388

242. The Native Courts Ordinance, 1933, provides for the constitution of Native Courts. Each Resident may by warrant, and subject to the approval of the Governor, establish Native Courts at convenient places within his Province and the jurisdiction of each Court is defined by the warrant establishing it. The law administered by Native Courts is the local native law and custom but they are further authorised to administer certain Ordinances. All Native Tribunals are subject to control by the Administrative staff and, except in a few cases which come solely within the purview of Native tribunals, there are avenues of appeal from the lowest Native Court either to a Final Native Court of Appeal, to the Governor or to the High Court of the Protectorate and in the last case, under certain conditions, to the West African Court of Appeal.

243. The whole of the Protectorate is covered by the jurisdiction of the Native Courts. The powers of these Courts vary according to the development of the place in which they are situated and the intellectual capacity of their members. There are thus four grades of Court whose powers vary from that of three months imprisonment to full powers including the death sentence, which is, however, subject to confirmation by the Governor. The following table shows the number of civil and criminal cases tried in the Native Courts in the year 1938.

<i>Province</i>	<i>Population</i>	<i>Native Courts</i>	<i>Criminal Cases</i>	<i>Civil Cases including Adultery</i>
Adamawa ..	682,066	55	5,137	8,863
Bauchi ..	1,029,771	48	4,646	22,362
Benue ..	1,018,087	112	5,869	13,453
Bornu ..	1,054,462	38	3,614	7,056
Ilorin ..	473,345	32	1,312	5,400
Kabba ..	512,213	40	4,175	7,762
Kano ..	2,638,139	37	12,372	32,509
Katsina ..	1,076,016	22	4,465	18,767
Niger ..	471,732	56	3,780	4,843
Plateau ..	553,970	81	3,987	9,217
Sokoto ..	1,979,274	61	7,229	18,337
Zaria ..	447,939	36	1,656	11,544
Total, Northern Provinces ..	11,937,014	618	58,242	160,113
Abeokuta ..	536,060	42	2,384	5,247
Benin ..	483,277	188	7,881	15,424
Calabar ..	908,858	105	12,273	40,657
Cameroons ..	445,753	91	3,538	10,388
Ijebu ..	306,837	24	2,217	2,289
Ogoja ..	687,657	182	6,038	8,662
Ondo ..	476,968	103	9,977	7,134
Onitsha ..	1,096,323	74	7,643	9,584
Owerri ..	1,613,973	145	12,893	28,586
Oyo ..	1,342,259	81	3,104	15,730
Warri ..	423,524	255	4,707	8,289
Total, Southern Provinces ..	8,321,489	1,290	72,655	151,990

Payment of Fines.

244. Ample time is always allowed for payment of fines. There is no provision for probation in the Native Courts except for juvenile offenders. The proportion of imprisonment to fines is shown in the following table for the year 1938.

				<i>Sentences of fines *</i>	<i>Sentences of imprison- ment †</i>	<i>Sentences of fine or imprison- ment in default ‡</i>	<i>Total prosecu- tions</i>
SUPREME COURT.							
Colony	..	..	..	4,727	617	741	10,957
PROTECTORATE COURTS.							
Northern Provinces	..	..	..	2,283	1,186	672	4,279
Southern	..	..	..	9,336	5,665	332	17,109
TOTAL	..	..	..	11,619	6,851	1,004	21,388
NATIVE COURTS.							
Northern Provinces	..	..	..	40,392	13,519	..	64,440
Southern	..	..	..	42,477	15,308	7,254	149,235
TOTAL	..	..	..	82,869	28,827	7,254	213,675

* For Supreme Court.

Total of fines actually paid.

† " "

Includes imprisonment instead of fine.

‡ " "

Where person was imprisoned in default but eventually paid the fine less value of imprisonment Figures not available for other courts.

Police.

245. The Nigeria Police Force is administered by a Commissioner, assisted by a Deputy Commissioner and an Assistant Commissioner, with headquarters at Lagos. The Criminal Investigation Branch, the Central Motor Registry and the Immigration and Passport section form part of the headquarters establishment but are separately housed. The Criminal Investigation Branch and the Immigration and Passport section are each controlled by a Superintendent of Police, and the Central Motor Registry by a British Inspector; these officers are directly responsible to the Commissioner.

246. The Force is responsible for the preservation of law, order and public security throughout Nigeria but its main activities are confined to the Colony, the Southern Provinces (excluding Oyo, Abeokuta and Ijebu Provinces) and the townships of the Northern Provinces. Outside these areas, the various Native Administration Forces undertake the suppression and detection of crime, the assistance of the Nigeria Police being sought when occasion arises.

247. The total number of offences recorded as receiving the attention of the Nigeria Police or the Native Administration forces in 1938 was 17,064, as against 17,991 in 1937. Offences against the person and against property

were fewer by 481 and 213 respectively, while the total of other offences showed a decrease of 233 as compared with the previous year's figures. These decreases principally affected the Southern Provinces. In the Northern Provinces there was an increase in coining and kindred offences, and there were fourteen more cases of child-stealing, which had diminished considerably from 1936 to 1937. The incidence of crime may be regarded as normal during the period under report, and the general position as satisfactory.

Prisons.

248. There are two types of prisons in Nigeria—Native Administration prisons and Government prisons. The former accommodate prisoners sentenced in the Native Courts and are controlled by the Native Administrations concerned, under the supervision of Administrative Officers and subject to constant inspection by them and by Medical Officers. The utmost attention is paid to the conditions under which the prisoners live and work; the mark system has been introduced in the larger institutions, and privileges are awarded for good conduct.

249. There is at least one Native Administration prison at each Native Administration centre in the Northern Provinces, and in the Southern Provinces such prisons are maintained at Abeokuta, Ibadan, Ife, Ijebu Ode, Ilesha, Oshogbo and Oyo. The daily average number of persons detained in all Native Administration prisons in 1938 was 4,539 (Northern Provinces 4,264, Southern Provinces 275). The death rate per thousand of daily average was 17.12 in the Northern Provinces and 22.72 in the Southern Provinces.

250. The Government prisons accommodate prisoners sentenced by the Supreme Court and the Courts of the Protectorate, and also most of those sentenced by Native Courts in the Southern Provinces. They comprise two grades:—

- (a) Convict Prisons, for all classes of prisoners, including those with sentences of two years and over.
- (b) Provincial and Divisional Prisons, for all classes of prisoners except those with sentences of two years and over.

251. The Government prisons were formerly organised under two departments, one for the Northern Provinces, and one for the Southern Provinces and Colony. The Northern Provinces department was controlled by the Commissioner of the Nigeria Police, acting as a Director of Prisons, and had its own complement of European Superintendents and Assistant Superintendents, African Warders and Clerical Staff; the Southern Provinces and Colony department was controlled by a Director of Prisons. On the 1st April, 1938, the two were amalgamated and now form a Central Department under a single Director of Prisons.

252. At the close of the year 1938 forty-seven prisons were being maintained by Government in the Southern Provinces and Colony and five in the Northern Provinces. These comprised seven convict prisons, eleven provincial prisons and thirty-four divisional prisons : all the convict prisons are of permanent construction, as are seven of the Provincial and two of the divisional prisons ; the others, situated in various provincial and Divisional headquarters, are of semi-permanent or temporary construction. The convict prisons are in the charge of Superintendents or Assistant Superintendents of the Prisons Department ; of the remainder, two, which will probably be closed in 1939, are in the charge of Police Officers, and Administrative Officers are responsible for all the rest.

253. The total population of the Government prisons carried on the registers for the year 1938 was 36,398, and was composed as follows :—

Under warrants of the Supreme Court	..	2,418
„ „ „ Provincial Courts	..	343
„ „ „ Protectorate Courts	..	17,727
„ „ „ Native Courts	..	15,910
Total..		36,398

The daily average number of persons detained in all Government prisons in 1938 was 6885.84.

254. The general health of the prisoners is good ; the diet is ample, and except those suffering from some disease on admission few prisoners fail to put on weight while they are serving their sentences.

255. So far as available staff and accommodation permit, the inmates of each Government prison are kept in segregated classes, in order to avoid contact between habitual criminals, first offenders and adolescents. Under the mark system now in force a prisoner serving a sentence of two years or more may by good work and conduct earn a maximum remission of one quarter of his sentence ; the extension of the system to apply to those serving sentences of more than one month is under consideration.

256. Instruction in the following trades is given to convicts, and a high standard of workmanship has been maintained by them during the year :—

Tinsmithing	Boot and shoe repairing	Printing
Blacksmithing	Furniture making	Weaving
Carpentry	Brick making	Mat making
Tailoring	Bricklaying	Basket making.

Prisoner artisans have been fully occupied with work on the many new buildings of permanent construction which have been completed during the year.

257. Legislation for the treatment of juvenile offenders was revised and enlarged by the passing of the Native Children (Custody and Reformation) (Amendment) Ordinance of 1932, so that effect might be given to the recommendations of the Colonial Office Conference of 1930. There are at present three Reformatories to which boys convicted of criminal offences may be committed by mandate—the Government Industrial School at Enugu, the Salvation Army's Industrial Home (subsidised by Government) at Yaba, and the Kano Native Administration's Juvenile Reformatory near Kano City; the last receives boys convicted by Native Courts in the Northern Provinces who have been persistent offenders and lack guardians capable of assuming responsibility for them on probation. Treatment at these institutions is in accordance with modern principles and is adjusted to the mental or physical capacity of the individual.

CHAPTER XIV.

LEGISLATION.

258. The following are the more important enactments of 1938:—

259. The Administrator-General's Ordinance, 1938, (No. 14 of 1938) which applies to any estate in respect of which a grant of probate or letters of administration may be issued by the Supreme Court and gives the Administrator-General power to wind up such estates.

260. The Public Trustee Ordinance, 1938, (No. 15 of 1938) which provides for the appointment of a public trustee and empowers the latter to accept and give effect to the purposes of any trust.

261. The Lighting Control Ordinance, 1938, (No. 17 of 1938) which provides for the making of regulations by the Governor in Council for the total or partial cessation of lighting in Nigeria on the occasion of any emergency.

262. The Lagos (Roads, Drains and Markets Improvement) Loan Ordinance, 1938, (No. 19 of 1938) which provides for the raising of a loan of £42,500 for the purpose of improvements in existing, and the construction of new, roads, drains and markets in the Township of Lagos.

263. The Wild Animals Preservation (Amendment) Ordinance, 1938, (No. 28 of 1938) which provides for regulations to be made by the Governor in Council prohibiting the carrying of any specified kinds of arms, lamps or other articles by persons hunting.

264. The Local Forces Ordinance, 1938, (No. 32 of 1938) which provides for the establishment of a local defence force and the training of Europeans as officers and of Africans as officers and soldiers. The Ordinance repeals the European Reserve Force Ordinance.

265. The Nigeria Naval Defence Force (Supplemental) Ordinance, 1938, (No. 36 of 1938), which provides for the establishment and training of a Naval Defence Force and the maintaining and using, either in conjunction with any other Colony or not, of vessels of war.

266. The Trade Unions Ordinance, 1938, (No. 44 of 1938) which provides for the formation and registration of Trade Unions.

267. The Moneylenders Ordinance, 1938, (No. 45 of 1938) which repeals the existing Moneylenders Ordinance and provides more comprehensively for the regulation of the business of money-lending.

CHAPTER XV.

BANKING, CURRENCY, WEIGHTS AND MEASURES.

268. *Banking*.—The Bank of British West Africa, Limited, and Barclay's Bank (Dominion, Colonial and Overseas) have respectively seventeen and nine branches established at stations throughout Nigeria, and the latter Bank has a branch in the Cameroons under British Mandate.

269. The business of the Post Office Savings Bank has continued to expand, as is shown in the following table :—

	1936	1937	1938	<i>Increase</i> 1938-1937
Branches	77	86	95	9
Depositors	29,291	35,043	39,830	4,787
Individual transactions —deposits and with- drawals	85,065	100,707	109,915	9,208

	£	£	£	£
Deposits paid in ..	86,617	118,001	120,393	2,392
„ withdrawn	61,429	83,866	98,032	14,166
On deposit, 31st Dec.	115,443	149,578	171,939	22,361

270. *Currency*.—The following coins and notes are current in Nigeria :—

(a) British gold, silver and bronze coins.

(b) West African Currency Board silver and “alloy” coins of the following denominations :—

2s., 1s., 6d. and 3d.

(c) West African Currency Board nickel bronze coins of the following denominations :—

1d., $\frac{1}{2}$ d. and one-tenth of a penny.

(d) West African Currency Board notes in denominations of £1 and 10s. There are also small numbers of £5, 2s. and 1s. notes remaining in circulation which are in process of withdrawal.

West African Silver coin to the value of £50,555 was withdrawn from circulation during the year 1937-38 and shipped to the United Kingdom to be melted down.

271. In order to combat the making of counterfeit coin it has been found necessary to introduce a new type of alloy coin with a specially designed edge, for denominations of 2s., 1s. and 6d. A new threepenny piece made of nickel bronze is in course of manufacture and the supply of alloy coins of this denomination will be discontinued. Distribution of the new coinage begins in January, 1939.

272. Owing to Inter-Colonial movements in coin and currency notes it is not possible to estimate the amounts which are in circulation in Nigeria, but for the British West African Dependencies collectively the following totals are recorded :—

	30th June, 1936	30th June, 1937	30th June, 1938
	£	£	£
West African Silver Coin	1,290,300	1,257,241	1,208,067
„ „ Alloy Coin	9,541,138	14,748,387	11,710,310
„ „ Nickel Bronze Coin	732,474	888,574	949,096
„ „ Currency Notes	976,247	2,374,909	2,500,324

CHAPTER XVI.

PUBLIC FINANCE AND TAXATION.

273. *Revenue and Expenditure.*—The Revenue and Expenditure for the past five years are as follows :—

Year	True Revenue	True Expenditure	Expenditure on Loan Works
	£	£	£
1933-34 ..	6,750,407	6,898,816	102,251
1934-35 ..	7,000,625	6,876,526	384,182
1935-36 ..	7,929,712	7,690,971	73,294
1936-37 ..	6,259,547	6,061,348	56,337
1937-38 ..	7,342,450	7,375,570	76,693

Expenditure for the years 1933-34 to 1935-36 includes the annual loss on the Nigerian Railway.

274. Revenue and Expenditure for the six months April to September, 1938, excluding the Nigerian Railway Revenue and Expenditure, amounted to £2,583,654 and £3,285,516 respectively. The expenditure actually charged to the 1927 and 1930 Loan Funds during that period, is £ Nil and £46,901 1s. 1d. respectively. The revised estimates of Revenue and Expenditure for the financial year 1938-39 are £5,698,539 and £6,631,000 respectively.

275. *Debt.*—The Public Debt at 30th September, 1938, amounted to £24,764,599 and the accumulated Sinking Funds to £3,018,230. There is also a Supplementary Sinking Fund which amounted on 30th September, 1938, to £1,134,536.

276. All Nigerian Loans rank as "Trustee Securities" and are quoted on the London Stock Exchange. They are listed in the following table, which also shows the middle market prices quoted for them on the 30th September, 1938 :—

Amount Outstanding	Description of Stock	Quotation
£		
1. 6,363,226	Nigeria 6% Inscribed Stock, 1949-79 ..	121½
2. 5,700,000	.. 4% 1963 ..	103½
3. 4,250,000	.. 5% 1947-57 ..	110½
4. 4,263,373	.. 5% 1950-60 ..	111½
5. 4,188,000	.. 3% 1955 ..	94½

277. The annual charges for the service of the Public Debt on account of interest and Sinking Fund, in the year 1937-38 amounted to £1,748,194. The Railway contributed £643,779 in respect of interest on Capital Works Expenditure financed from Loan Funds.

278. *Assets.*—The Balance Sheet of Nigeria is published monthly in the Nigeria Gazette and from that of the 30th September, 1938, it may be seen that the excess of Assets over Liabilities at that date amounted to £2,084,533, which is £701,862 less than the surplus at the beginning of the financial year 1938-39. This difference represents the amount by which the expenditure of Nigeria exceeded the revenue (exclusive of the Railway) during the six months April to September, 1938.

279. *Loan Funds.*—The unexpended balance amounted to £384,433 on the 30th of September, 1938.

280. The following figures show the balances of some of the larger Appropriated Funds at 30th September, 1938 :—

	£
Reserve Fund	500,000
Supplementary Sinking Fund	1,134,536
Stock Transfer Stamp Duty Fund	68,015
Electricity Renewals Fund	216,125
Marine Renewals Fund	496,313
Water Supplies Renewals Fund	211,177

281. *Taxation.*—All adult male persons in the Colony are subject to a graduated Income Tax, not exceeding 1 per cent, or a minimum tax of 5s. per annum, and throughout the Protectorate male non-natives in receipt of income exceeding £30 per annum are subject to a graduated Income Tax at a similar rate. Natives and Native Foreigners in the Protectorate and the Cameroons under British Mandate pay taxes in accordance with the various forms of assessment described in subsequent sections of this chapter. Outside the Colony the taxes, except those due from non-natives, are collected by the Native Administrations, which retain the share authorised in each case and pay the balance to Government.

282. The actual revenue received by the Central Government from direct taxation in the Financial Year 1937-38 was as follows :—

	£
General Tax, Northern Provinces	468,579
Cattle Tax, Northern Provinces	89,722
General Tax, Southern Provinces	252,793
Cattle Tax, Southern Provinces	2,226
Income Tax, Colony	26,728
Income Tax, Protectorate	14,109

283. *Customs Tariff (Summarised).*—The first schedule to the Customs Tariff Ordinance enumerates articles under thirty-two headings (exclusive of sub-divisions) on which import duties are imposed. The duties are 6½ per cent *ad valorem* on articles such as blacking and polishes, bicycles, tricycles, brooms and brushes (domestic), painters' colours, sewing machines, etc.; 10 per cent *ad valorem* on hardware, earthenware and glassware, cutlery, furniture, musical instruments, etc.; a specific rate on alcoholic liquor (beer and stout 2s. the imperial gallon, wines 6s. to 18s. the imperial gallon, gin 24s. 10d. to 28s. 9d., other spirits 30s. 10d. to 51s. 6d.); fire-arms 12s. 6d., 16s. and £1 each and ammunition 2s. 6d. and 5s. per hundred rounds; cement 4d. the 100 lb.; salt 2s. 6d. the 100 lb.; soap 4s. the 100 lb.; sugar 2s. 3d. the 100 lb.; tobacco, unmanufactured, 2s. 2d. the lb. and manufactured 4s. the lb.; cigars 8s. the hundred; cigarettes 2s. 2d. the hundred; provisions at varying rates; woven piece goods at various rates. All articles not enumerated in the list and not specifically exempted are charged at 10 per cent *ad valorem*, the value being assessed at the market value at the port of entry.

284. There is an export duty on cocoa (£1 3s. 4d. the ton), palm kernels oil (£2 the ton), palm kernels (10s. 6d. the ton), palm oil (11s. 6d. the ton), tin (1s. 6d. the ton), fresh bananas (1½d. per count bunch) and dry bananas (2d. per 10 lb.).

285. *Excise and Stamp Duties.*—The revenue derived from licences and stamp duties in the year 1937-38 was as follows:—

<i>Licences:—</i>						£
Game	..	..	..	..	..	471
Liquor	..	..	..	..	..	7,341
Motor Vehicles and Drivers	..	..	..	..	..	101,466
Storage of Petroleum	..	..	..	..	..	632
Arms and Ammunition	..	..	..	..	..	2,138
Boat and Canoe Licences	..	..	..	..	..	1,281
Forestry General	..	..	..	..	..	433
Wireless Licences	..	..	..	..	..	990
Unclassified	..	..	..	..	..	1,299
Stamp Duties	..	..	..	..	..	12,997
Total						£ 129,048

286. *Native Administrations.*—The finances of the Native Administrations are administered through 148 Native Treasuries each of which has its own Estimates of Revenue and Expenditure. Their revenue is mainly derived from a proportion of the direct taxes, the Native Administration's share varying from 50 per cent to 80 per cent of the total collected according to its status, development and commitments. The following table shows the total amounts of Revenue, Expenditure and Reserves for the financial year 1937-38.

		Revenue	Expenditure	Reserves
		£	£	£
Northern Provinces	..	950,360	1,014,680	1,221,344
Southern Provinces	..	591,551	568,592	586,664
Total	..	£ 1,541,911	1,583,272	1,808,008

Direct Taxes—Assessment and Collection.

287. The aim of Government's policy in regard to assessment throughout the country is to ensure that every man shall be taxed according to his income. So wide a diversity of political, social and economic development as is found in the Protectorate, however, demands that the machinery of assessment and collection should be adapted to the conditions prevailing in each locality ; moreover the assessment must be understood by the people, and not only be equitable but so appear to them.

288. The methods in use in the Protectorate fall into three main categories :—

- (i) Assessment of the Village or Hamlet as a whole, the distribution of the resultant " lump sum " amongst the individual tax payers being left to the local headman and elders.
- (ii) Assessment of the average income of the adult male and imposition of a flat rate poll tax thereon.
- (iii) Assessment of average income within each class of the community and the assignment of an appropriate flat rate payable by individuals therein.

The basis of each of these methods is a thorough investigation of the resources of the district in which the assessment is to apply. In the first case the Administrative Officer concerned ascertains the exact population in categories of age, sex and occupation, computes the area cultivated and the yield and value of the various crops and of such livestock as is kept and also the earnings of the " industrials " (those whose main livelihood is derived

from a trade or craft other than agriculture). The results are embodied in an "Assessment Report" which includes recommendations as to the "lump sums" to be levied as tax on the agricultural and industrial groups respectively, the maximum for the former being 10 per cent of total income and for the latter considerably less. The incidence proposed for each class or local community is also considered—*i.e.* the average contribution required from the individual tax-payer to make up the lump sum: the report is scrutinised by the Resident of the Province who submits it with his comments and recommendations to the Chief Commissioner for final approval. The incidences approved under such an assessment form the basis of subsequent years' lump sum demands, each of which is the product of the incidence and the number of taxable persons ascertained at the annual revision of the census. Minor adjustments of the original incidence may be made from year to year to meet variations of harvests and market prices, and if at any time it is found that circumstances have radically changed a fresh inquiry may be ordered for the revision of the original assessment.

289. The lump sum and the incidence are announced to the people each year, and before collection begins the village authorities—whether headman and elders or chief in council—determine and record how much each individual is to pay. Their list is scrutinised and, if necessary, adjusted by the District authority or the Administrative Officer, and the village or hamlet headmen then collect the tax accordingly, issuing an individual receipt to each tax-payer.

290. This system requires a high standard of honesty, intelligent co-operation and accuracy on the part of all concerned, and in less developed areas, where individual differences of wealth are relatively small, there is a tendency for the people themselves to insist on treating the incidence as a flat rate for poll tax. An intermediate stage is found where they take a rate somewhat below the incidence as a starting point; when everyone has paid at this rate the outstanding balance of the lump sum assessment is made up by the more or less voluntary contributions of the wealthier or more public-spirited citizens. Close administrative supervision is necessary to guard against the opposite tendency for rich and influential persons to pay too little and so cause their poorer neighbours to be over-assessed.

291. The *locus classicus* of the "lump sum" method is the Northern Emirates, where it has worked satisfactorily since the early years of the Administration; its principal advantages are its flexibility and the financial experience which it affords to the village authorities. In other parts of the country it has proved less suitable to local conditions: in backward areas definite knowledge of the extent of his liability is more important to the tax-payer than its nice adjustment to his income, and a fixed poll tax is preferable by reason of its simplicity; where strong communal spirit exists

amongst people so assessed an approximate graduation is achieved spontaneously inasmuch as the richer householders assist their poorer kinsmen and neighbours, but the individual's liability to Government remains strictly defined.

292. An alternative route towards the achievement of a truly adjusted personal income tax is found in the third method noted above—assessment of average income in the various economic classes of the community. This has been successfully employed in certain areas of both Northern and Southern Provinces; in its simplest form with only two or three categories and a flat rate for each it is suited to regions in which the people are unsophisticated but individualistic; it is hardly more difficult for them to understand than the single poll tax and lends itself equally well to the use of standardised counterfoil demand notes and receipts. In the wealthier and more highly developed areas it is elaborated in accordance with local needs: the number of income classes may be increased to provide one or more grades for every main occupation, and a graduated scale of personal tax may be applied to the wealthier members of the community, such as salaried employees, whose incomes are readily ascertainable. In certain districts the system has been carried to its logical conclusion and each individual tax-payer's income is separately assessed by the central authority.

293. In general the actual collection of tax from individuals is the responsibility of village chiefs or other local authorities who are paid fixed salaries, or, in some of the less wealthy communities, receive as annual remuneration a sum proportionate (up to 10%) to the tax collected by them.

CHAPTER XVII.

MISCELLANEOUS.

294. Nigeria was represented at the Glasgow Empire Exhibition, sharing the West African Pavilion with the Gold Coast and Sierra Leone. The Nigerian Government supplied the inlaid floors and panelling for the Royal Apartments used by the King and Queen on the opening day and by other members of the Royal Family on subsequent occasions. Timber, hides, skins and native arts and crafts were the special features of the Nigerian exhibit; the leather and hardwoods, including the beautiful furniture made entirely from Nigerian products and the floors and panelling *en suite*, excited general admiration and were favourably noticed by the King when His Majesty inspected the Pavilion after the inaugural

ceremonies. At a later date Queen Mary also visited the Nigerian section and accepted a vellum-lined box of Sapele Mahogany containing gloves made from Nigerian skins. Between the first day, when some thirty thousand people passed through the Pavilion, and the closing date five months later a truly enormous number of visitors was able to see and appreciate the special qualities and varied nature of Nigerian exports.

295. Wild rumours that the transfer of Nigeria to the German Government was in contemplation spread through part of the country towards the end of the year and caused some uneasiness, which was finally allayed in November when the Governor denied categorically in Legislative Council that there was any intention of considering such a transfer.

296. Nigeria was visited in April by a Commission appointed by the Secretary of State to report on the marketing of cocoa, and in November by a Mission composed of Members of Parliament and economic experts under the auspices of the Leverhulme Trust.

297. The Third West African Agricultural Conference was held in Nigeria in June; it was attended by delegates from the Gold Coast, Sierra Leone and the Gambia, and by Administrative, Forestry and Veterinary Officers in addition to those of the Agricultural Department.

298. Visits were paid to Nigerian ports in the course of the year by the following ships of the Royal Navy :—

H.M.S. Amphion (flying the flag of Vice-Admiral
C. H. D'Oyly Lyon, C.B.)

H.M.S. Rochester

H.M.S. Milford

„ Penzance

„ Bridgewater.

„ Londonderry

Four submarines of the French navy visited Nigerian ports—the “ Achille ” and “ Argo ” (Lagos) and the “ Pasteur ” and “ Ajax ” (Victoria), and also the French Colonial despatch boat “ D'Entrecasteaux ”.

299. The consolidation of the Laws of Nigeria was begun on the 16th September by the Attorney-General as Commissioner for Revision of the Laws. The last edition was published in 1923, and it is hoped that the new edition of the Ordinances will be completed in time for issue early in 1940.

300. The second Yoruba Conference was opened by the Governor in March at Ife and was attended by thirteen Heads of Native Administrations of the South-western Provinces. In May eight Emirs, including those of Kano, Zaria and Bauchi, assembled at Katsina for the opening of its Native Administration's new Central Offices by the Chief Commissioner, Northern Provinces.

301. Silver and bronze medals of the Royal Society for the Prevention of Cruelty to Animals were awarded to certain Emirs in the course of the year, in recognition of their personal efforts for the welfare of animals, particularly in promoting the introduction of a humane type of bit for horses.

302. The Olowo of Owo, Olagbegi, died in February after a reign of nearly thirty-five years. His successor, Atanleye II, was installed on the 8th May.

303. The Most Reverend Bishop Francis O'Rourke died in Lagos on the 28th October : he was Titular Bishop of Gordo and as Vicar Apostolic of the Bight of Benin was head of the Roman Catholic Mission in Nigeria.

304. Hassan, Sultan of Sokoto, spiritual leader of the majority of the Moslems of Nigeria, died on the 31st May : his neighbour, Usumanu, Emir of Gwandu, had predeceased him in March. These two deaths were widely mourned in the Northern Provinces.

APPENDIX.

The following list gives a selection of official and other publications bearing on the subject of this report.

	£	s.	d.
LEGAL :			
*The Laws of Nigeria (1923) : 4 Volumes	5	0	0
*" " " 1933 Supplement (Out of print)			
*Legislation of 1933, 1934, 1935, 1936 and 1937 ; 5 Volumes each	10	0	0
*Customs Laws of Nigeria (1937)	1	0	0
*Customs Tariffs, Import and Export	0	6	
PERIODICALS :			
*Northern Provinces Annual Report	3	6	
*Southern Provinces Annual Report	3	6	
*Departmental Annual Reports, at various prices, from 1s. to 10s.			
*Blue Book	1	0	0
*Trade Report	7	6	
*Monthly Trade Summary : annual subscription	1	1	0
*Nigeria Gazette (weekly) " "	2	0	0
*Staff List (six monthly)	2	6	

£ s. d.

HISTORY :

A History of Nigeria (Burns)	..	..	..	..	15	0
A History of the Yorubas (Johnson)	..	..	..	..	8	6
Nigeria under British Rule (Geary)	..	..	..	..	5	0
A Short History of Nigeria (Niven)	..	..	..	..	3	9
Muhammadan Emirates of Nigeria (Hogben)	..	..			10	6

MISCELLANEOUS :

*The Principles of Native Administration and their Application (Cameron)	..	..	..	..	1	0
Native Administration (Perham)	..	..	..		17	6
An African Survey (Hailey)	..	..	..	..	1	1 0
*Nigeria Handbook, 11th edition	..	..	..	..	7	6
The Northern Tribes of Nigeria, 2 Volumes (Meek)	..				1 16	0
The Peoples of Southern Nigeria, 4 Volumes (Talbot)	..				3 10	0

GEOLOGY :

Geology and Geography of Northern Nigeria (Falconer)	..				10	0
*Geological Survey Bulletins :—						
11. The Tin Fields of Zaria and Kano Provinces : Tinstone in Calabar	..	..	..	..	10	0
15. The Chad Basin : Geology and Water Supply	..				7	6
*Sessional Paper No. 17 of 1935 :—						
The Nigerian Gold Field	..	..	..	..	1	0

FORESTRY :

*Sessional Paper No. 7 of 1934 :—						
Report on the Commercial Possibilities and Development of Forests in Nigeria	..	..	..	..	2	0
*Sessional Paper No. 37 of 1937 :—						
Report of the Anglo-French Forestry Commission	..				2	0

	£	s.	d.
MAPS† :			
Map of Nigeria (1938), scale 1/3,000,000 (mounted)	2	6	
Map of Nigeria (1924), scale 1/500,000 : fifteen sheets, each sheet	7	6	
(These sheets are under revision, and Sheet No. 14 is out of print. <i>Revised Sheets</i> Nos. 1, 2, 4, 5, 6, 9, 13 and 15 are available, each sheet	5	0	
Geological Map of Nigeria (provisional), scale 1/2,000,000 (mounted)	7	6	

*Obtainable through the Crown Agents for the Colonies, 4, Millbank, London, S.W.1., or through the C.M.S. Bookshop, Lagos.

†Obtainable from the Land and Survey Department, Lagos, or through Messrs. Edward Stanford, Ltd., 12, Long Acre, London, W.C.2.

11

Reports, etc., of Imperial and Colonial Interest

THE FINANCIAL AND ECONOMIC POSITION OF NORTHERN RHODESIA

Report of the Commission

[Colonial No. 145] 7s. (7s. 6d.)

LABOUR CONDITIONS IN NORTHERN RHODESIA

Report by Major G. St. J. Orde Browne, O.B.E.

[Colonial No. 150] 2s. (2s. 3d.)

NYASALAND. FINANCIAL POSITION AND FURTHER DEVELOPMENT

Report of Commission

[Colonial No. 152] 10s. (10s. 6d.)

RHODESIA-NYASALAND ROYAL COMMISSION

Report

[Cmd. 5949] 7s. 6d. (7s. 11d.)

LABOUR CONDITIONS IN THE WEST INDIES

Report by Major G. St. J. Orde Browne, O.B.E.

[Cmd. 6070] 3s. 6d. (3s. 10d.)

THE SYSTEM OF APPOINTMENT IN THE COLONIAL OFFICE AND THE COLONIAL SERVICES

Report of Committee

[Cmd. 3554 (1930)] 1s. (1s. 1d.)

LEAVE AND PASSAGE CONDITIONS FOR THE COLONIAL SERVICE

Report of Committee

[Cmd. 4730 (1934)] 9d. (10d.)

PENSIONS TO WIDOWS AND ORPHANS OF OFFICERS IN THE COLONIAL SERVICE, AND COLONIAL PROVIDENT FUNDS

Report of Committee

[Cmd. 5219] 1s. (1s. 1d.)

COLONIAL STUDENTS

Report of the Colonial Students Committee appointed by the Secretary of State for the Colonies, December, 1938

[Colonial No. 161] 9d. (10d.)

Lists are issued showing schedules of Offices in the following Colonial Services with the names and brief biographical records of the holders. Each list includes the Special Regulations by the Secretary of State relating to the Service concerned :—

Colonial Administrative Service List [Colonial No. 147] 2s. 6d. (2s. 8d.)

Colonial Agricultural Service List [Colonial No. 157] 1s. 3d. (1s. 5d.)

Colonial Audit Service List [Colonial No. 162] 4d. (5d.)

Colonial Forest Service List [Colonial No. 163] 6d. (7d.)

Colonial Legal Service List [Colonial No. 172] 9d. (10d.)

Colonial Medical Service List [Colonial No. 159] 1s. 3d. (1s. 5d.)

Colonial Police Service List [Colonial No. 168] 1s. (1s. 2d.)

Colonial Veterinary Service List [Colonial No. 160] 6d. (7d.)

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COLONIAL ANNUAL REPORTS

H.M. Stationery Office publishes the Annual Reports on the Social and Economic Progress of the Peoples of the Colonies and Protectorates, most of which contain a map of the Dependency concerned. More than 40 Reports appear each year and they are supplied at the Subscription price of 50s. per annum. (This rate does not include Mandated Territories.) Individual Reports may also be purchased and standing orders placed for their annual supply

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PROTECTORATE
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PERLIS
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ST. LUCIA
ST. VINCENT
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BASUTOLAND
BECHUANALAND
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Annual Reports are published on the undermentioned territories administered by H.M. Government under mandate from the League of Nations

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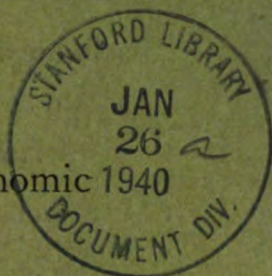
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THE COLONIAL EMPIRE, 1938-39

Statement to accompany the Estimates for Colonial and Middle Eastern Services, 1939 [Cmd. 6023] 1s. 6d. (1s. 8d.)

NUTRITION IN THE COLONIAL EMPIRE

Economic Advisory Council. Report of Committee.

1st Report—Part I. [Cmd. 6050] 3s. (3s. 4d.)

1st Report—Part II. Summary of Information regarding Nutrition in the Colonial Empire [Cmd. 6051] 2s. 6d. (2s. 8d.)

ECONOMIC SURVEY OF THE COLONIAL EMPIRE

A comprehensive Survey, including Memoranda on the Economic Situation of the individual Dependencies and on the Products of the Colonial Empire

Survey for 1936 [Colonial No. 149] £1 7s. 6d. (£1 8s. 2d.)

COLONIAL DEVELOPMENT

Report of the Colonial Development Advisory Committee for the period 1st April, 1938, to 31st March, 1939 [Cmd. 6062] 9d. (10d.)

LOCAL LEGISLATURES IN THE COLONIAL EMPIRE

Return showing the composition, etc. [H. of C. 169, 1937/38] 6d. (7d.)

EDUCATION OF AFRICAN COMMUNITIES

Memorandum by the Advisory Committee on Education in the Colonies [Colonial No. 103] 6d. (7d.)

HIGHER EDUCATION IN EAST AFRICA

Report of the Commission appointed by the Secretary of State for the Colonies [Colonial No. 142] 2s. 6d. (2s. 8d.)

THE INTRODUCTION OF PLANTS INTO THE COLONIAL DEPENDENCIES OF THE BRITISH EMPIRE

A Summary of Legislation as at the end of December, 1936 [Colonial No. 141] 1s. (1s. 1d.)

VOCATIONAL AGRICULTURAL EDUCATION IN THE COLONIAL EMPIRE

A Survey [Colonial No. 124] 6d. (7d.)

EAST AFRICAN AGRICULTURAL RESEARCH STATION, AMANI

Eleventh Annual Report [Colonial No. 167] 1s. (1s. 1d.)

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MAURITIUS

REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF MAURITIUS FOR THE YEAR 1938

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I.—GEOGRAPHY, CLIMATE, AND HISTORY.

The island of Mauritius is of volcanic origin. It is situated in the South Indian Ocean at about 1,400 miles from the east coast of Africa and lies between $19^{\circ} 50'$ and $20^{\circ} 35'$ S. latitude and between $57^{\circ} 18'$ and $57^{\circ} 48'$ E. longitude. The greatest length from north to south is nearly 39 miles and the widest breadth from east to west is 29 miles. The area of the island is about 716 square miles, exclusive of that of several small islets round the coast which measure about four square miles.

The dependencies comprise a large number of small islands between 230 and 1,200 miles away. The largest, Rodrigues which lies 350 miles to the north-east of Mauritius, had a population estimated at 10,204 on 31st December, 1938. The estimated population of the lesser Dependencies on that date was 1,540.

Mauritius is situated just within the tropics and enjoys a climate free from extremes of weather except that tropical cyclones at times cause considerable damage to crops, but rarely to buildings. For a great part of the year south-east trade winds, heavily laden with moisture, blow gently over the island tempering the tropical heat. The rain falls mostly in showers. Particularly in the summer months, December-March, the south-east winds are replaced by the light variable winds of the doldrums, which cause discomfort to Europeans, although the temperatures are not high, whereas in the winter months in the residential districts at altitudes of 1,300 to 1,800 feet the temperature may fall to 50° F. The yearly rainfall varies from 30 inches on parts of the coast to 150 inches in the upland regions.

The Mascarene Archipelago, to which Mauritius belongs, was probably known to Arab navigators at an early date and was no doubt visited later by the Malays who colonised Madagascar in the 15th and 16th centuries.

The Portuguese rediscovered it in 1507. They only used Mauritius as a port of call for repairs and supplies, and let loose pigs, goats, deer and monkeys. It seems probable that rats were introduced in this period as they were a serious pest to the succeeding Dutch colonists.

The Dutch took possession from 1598 and were employed chiefly in exploiting the ebony. They attempted to cultivate sugar-cane, but were frustrated by rats. Although they denuded the forests of ebony they later added to the economic resources of the island by introducing useful trees, plants, and cattle. Negroes were imported for labour, and, as escape into the forests was easy, bands of runaway slaves called maroons were formed. The combination of rats and this dangerous population of mixed, but mostly African, origin, uncontrolled by any tribal or political system, proved too much for the Dutch who abandoned the island in 1710.

The French annexed it in 1715, and by 1722 the population apart from maroons, amounted to 160 persons, soldiers, colonists, and slaves. Mahé de Labourdonnais was chosen to develop the Colony and arrived in 1735. In order to make the island self-supporting, he introduced manioc and maize from Brazil and promoted the extension of agriculture by introducing products from all parts of the tropical world. He especially encouraged the cultivation of sugar. He substituted animal draught for carriage by slaves, and to ensure an adequate supply of labour he brought slaves from Africa. From an encampment of straw huts he built up Fort Louis into a town of public buildings, private houses, stores, shops, and barracks. Labourdonnais laid the foundations of modern Mauritius.

In 1755, large herds of cattle were brought in from Madagascar. Pierre Poivre, Intendant in 1767, established the cultivation of cloves and nutmegs.

In 1810, when Mauritius became British, the population had grown from 160 to about 80,000, of whom 65,000 were slaves. Sugar was then, as now, the principal product, and when in 1825 the duty of 10s. a hundredweight, levied on Mauritian sugar entering England (in order to protect the West Indian sugar), was remitted, cane plantations immediately developed to a large extent, fresh land was put under cultivation, roads were opened, and steam power was applied to mills. From 18,000,000 lbs. the output of sugar rose to 41,000,000 lbs. in 1827, and increased annually afterwards.

On the abolition of slavery, 68,613 slaves were freed, and the colonists received £2,112,632 in compensation.

In 1842, Indian immigration at the rate of 6,000 a year was approved, and this resulted in an entire change of the balance of the population.

After a terrible outbreak of malaria in 1866 the wealthier inhabitants of Port Louis moved to higher parts of the island. As a result the country towns expanded considerably and the roads were improved and extended. The railway, begun in 1859, became very popular. One of the most striking features of the progress made has been the social and economic development of the Indians who at the beginning of 1938 owned 38.6 per cent. of the whole area under sugar-cane. Besides becoming gardeners and taxi-drivers, many Indians have taken to raising cows, goats, fruits and vegetables, and the supply of these essential foodstuffs is almost entirely in the hands of Indians. The section of the population they have displaced centres more and more in the towns, forming the clerk and artisan class.

From 1902 to 1909 the island suffered from severe financial depression owing to the low price of sugar. Matters were aggravated in 1902 by an outbreak of surra which caused great havoc among the draught animals, and necessitated the introduction of mechanical transport.

A Royal Commission was appointed in 1909 to investigate the resources and administration of the island and reported in 1910.

About 1911 the destructive beetle *Phytalus Smithi* was discovered in the sugar-cane.

The great rise in the price of sugar which took place during and after the war brought prosperity, and both the Government and the general community were for a time far more prosperous than ever before.

As a result a number of important schemes were inaugurated, including the amelioration of sanitary conditions, the improvement of the harbour, the extension and improvement of water supplies both for domestic purposes and for irrigation, the improvement of the railways, and the extension of education.

Unfortunately, however, from 1921 onwards the price of sugar fell, and the greatly lessened revenues of the Colony had to provide for the maintenance of many works undertaken in the better times. In 1929 the state of the sugar industry was so bad that Sir Francis Watts was appointed, at the Colony's request, to visit the island, and to report on the economic situation. The Home Government was, however, unable to approve his recommendation that a subsidy should be given to sugar to supplement the preference granted on sugar imported into the United Kingdom, though a loan was made to the planters from local funds. Despite this loan, however, and an earlier loan granted in 1929, the condition of the sugar industry at the end of 1930 was extremely serious.

The position became worse in 1931 owing to a cyclone which caused considerable damage to property and reduced the year's output of sugar by about 33 per cent. The Imperial Government guaranteed a loan of £750,000 for planters, house owners, and repairs to Government property, on condition that a Financial Commission should visit Mauritius with a view to devising measures to bring about a balanced budget. The Commission's report was published at the beginning of 1932 and immediate steps were taken to carry out measures of retrenchment and economy. The situation was again critical in 1934 owing to the effect of a severe drought on the sugar crop; but since then the Colony has had the benefit of substantial crops and the general situation and outlook would have considerably improved were it not for the low price of sugar.

II.—GOVERNMENT.

The Government of Mauritius is vested in a Governor with an Executive Council and a Council of Government. The Council of Government was first established in 1825. It consisted of the Governor and four officials. The next year the Constitution was amended and a Council including unofficial members was introduced. This constitution provided for a Council of Government composed of certain officers of the Crown and of an equal number of other persons to be taken from the chief landed population and principal merchants of the Colony; seven officials and seven unofficials were accordingly appointed.

The Constitution was again amended in October, 1885. The Council of Government, under the revised Constitution, was composed of the Governor, eight *ex-officio* members, nine members nominated by the Governor and ten members elected by the population: of the latter, two represent the town of Port Louis, the capital of the island, and the remaining eight represent the rural districts. At least one-third of the nominated members were to be persons not holding any public office.

The Constitution was further amended in July, 1933, by fixing at two-thirds the proportion of the nominated members of the Council who are to be unofficials and, although no provision to that effect is made in the Letters Patent, the nominated unofficial members have been allowed a free vote on all occasions. The new Letters Patent, however, provide that the Governor shall have power to enact legislation considered by him to be essential in the interests of good government. Debates in the Council may be either in English or French.

The Constitution of the Executive Council which was then composed of the Governor and four *ex-officio* members was amended at the same time, and the former practice of appointing two unofficial members to the Council was revived.

The number of registered electors on 31st December, 1938, was 8,880. Every male person who is qualified as follows is entitled to be registered as a voter:—

- (1) has attained the age of 21 years;
- (2) is under no legal incapacity, and is in possession of his civil rights;
- (3) is a British subject by birth or naturalisation;
- (4) has resided in the Colony for three years at least previous to the date of registration, and possesses one of the following qualifications:—
 - (a) is the owner of an immoveable property of the annual value of Rs.300;
 - (b) is paying rent at the rate of at least Rs.25 a month;
 - (c) is the owner of moveable property within the Colony of the value of at least Rs.3,000;
 - (d) is the husband of a wife, or the eldest son of a widow, possessing any one of the above qualifications;
 - (e) is in receipt of a yearly salary of at least Rs.600 or of a monthly salary of at least Rs.50; and
 - (f) is paying licence duty to the amount of at least Rs.200 a year.

The ordinary duration of the sessions of the Council of Government is eight months, from May to December, and meetings are held on alternate Tuesdays or oftener when necessary. The life of a Council is five years.

The town of Port Louis is administered by a Municipality, an institution which dates as far back as 1790. It was then called "Municipalité du Canton de Port Louis" and was instituted as were other local Municipalities, by the "Assemblée Coloniale". These institutions are mentioned in the law of the constitution of the Ile de France promulgated by the "Assemblée Coloniale" on 21st April, 1791. Sixteen prominent men of the town acted as Councillors of the "Municipalité du Canton de Port Louis" and were denominated the "Conseil des Notables". The "Conseil des Notables" was dissolved in 1792. It was reconstituted at the end of the 18th century under the denomination of the "Conseil des Communes" and was abolished on 10th February, 1820.

The present Municipal Corporation dates from 1850, the first elections taking place at the Masonic Lodge "La Triple Espérance" from 21st to 23rd February in that year. On 24th August, 1925, the Municipal Corporation celebrated the 75th anniversary of its foundation.

The administration of the other principal townships of the Colony, viz., Curepipe, Beau Bassin and Rose Hill, and Quatre Bornes is vested in Boards of Commissioners appointed annually by the Governor. These Boards are empowered to take measures within the prescribed limits of the townships for the making, maintenance, etc., of roads, sewers, bridges, canals, and other works of public utility, for the prevention of fires, and for the proper paving and lighting of the town, etc.

In addition to the Township Boards, District Boards are appointed annually for each district. These latter Boards are now concerned only with the provision, maintenance and improvement of water supplies.

III.—POPULATION.

The population is divided for statistical purposes into: (1) The General population, i.e., Europeans and descendants of Europeans and people of African, Chinese and mixed origins; and (2) the Indian population, i.e., Indian immigrants and their descendants.

The estimated population of the island and its dependencies on the 31st December, 1938, was 415,462 showing an increase of 2,003, the rate of increase is 4.8 per 1,000.

The geographical distribution of the population is shown in the following table:—

<i>Districts.</i>	<i>Area in square miles.</i>	<i>Census population, 28th April, 1931.</i>			<i>Population on 31st December, 1938.</i>		
		<i>General population.</i>	<i>Indian population.</i>	<i>Total population.</i>	<i>General population.</i>	<i>Indian population.</i>	<i>Total population.</i>
Port Louis	16½	29,832	24,603	54,435	31,836	24,740	56,576
Pamplemousses	69	6,847	30,000	36,847	6,521	28,627	35,148
Riviere du Rempart	57	5,518	25,274	30,792	6,054	26,874	32,928
Flacq	115	10,438	42,202	52,640	10,878	39,904	50,782
Grand Port	100½	12,484	36,135	48,619	13,131	35,027	48,158
Savanne	94½	6,645	24,456	31,101	7,043	24,266	31,309
Plaines Wilhems	78½	41,866	53,392	95,258	47,272	58,730	106,002
Moka	89	5,522	23,761	29,283	5,968	23,878	29,846
Black River	100	5,437	8,826	14,263	5,469	7,500	12,969
Total—Mauritius	720	124,589	268,649	393,238	134,172	269,346	403,718
Rodrigues	40	8,084	118	8,202	9,951	253	10,204
Minor Dependencies	47	1,354	103	1,457	1,454	86	1,540
Total—Dependencies	87	9,438	221	9,659	11,405	339	11,744
GRAND TOTAL—Mauritius and Dependencies	—	134,027	268,870	402,897	145,577	269,885	415,462

The preponderance of males in the Indian population and that of females in the General population is shown in the next table:—

			Males.	Females.	Total.
Mauritius—General population	...	...	65,616	68,556	134,172
Indian	..	...	138,908	130,638	269,546
Rodrigues—General	..	...	4,815	5,136	9,951
Indian	..	...	167	86	253
Minor Dependencies—General population	...	...	934	520	1,454
Indian	..	...	71	15	86
Total	...	...	210,511	204,951	415,462

The following tables give the number of births, deaths and still-births registered in Mauritius during the last three years:—

Births.

		Number of births.			Rate per 1,000 of population.		
		1936.	1937.	1938.	1936.	1937.	1938.
General population	...	4,758	4,774	4,792	36.4	36.3	36.0
Indian	..	9,109	9,323	8,628	34.1	34.7	32.1
Whole population	...	13,867	14,097	13,420	34.9	35.2	33.4

Deaths.

		Number of deaths.			Rate per 1,000 of population.		
		1936.	1937.	1938.	1936.	1937.	1938.
General population	...	3,039	3,505	3,546	23.3	26.6	26.6
Indian	..	7,461	8,022	8,500	27.9	29.9	31.6
Whole population	...	10,500	11,527	12,046	26.4	28.8	29.9

Still Births.

		Number of still-births.			Rate per 100 live-births.		
		1936.	1937.	1938.	1936.	1937.	1938.
General population	...	300	296	279	6.3	6.2	5.8
Indian	..	1,021	1,009	967	11.2	10.8	11.2
Whole population	...	1,321	1,305	1,246	9.5	9.3	9.3

The number of deaths of infants under one year was 2,181. The infantile mortality rate was 162.5 per thousand live-births registered during the year as compared with 154.5 and 142.3 for 1937 and 1936 respectively.

The marriages during the year numbered 2,113 as compared with 1,951 in 1937. The marriage rate or number of persons married to every thousand of the entire population was 10.5 against 9.8 in 1937.

The arrivals exceeded the departures by 158.

IV.—HEALTH.

The present constitution of the Medical and Health Department dates back to 1895 when under Ordinance No. 32 of 1894-95 the powers vested in the General Board of Health were transferred to the Director, Medical and Health Department.

The headquarters staff of the Department consists of the Director, the Deputy Director and the clerical and accounting staffs of the correspondence, financial and storekeeping branches.

The administrative unit of Government is the district, which is the political unit as well. Every district, with the exception of Black River is provided with a Government hospital for the reception and treatment of the sick poor. Patients from the Black River District are treated in the Victoria Hospital, Quatre Bornes, or the Civil Hospital, Port Louis. There are also situated in each district a number of dispensaries at which ambulant patients may receive free consultations and treatment. These dispensaries are visited on set days by the Government Medical Officer and, together with the District Hospitals, form the means of providing throughout the Colony medical relief to the sick poor.

The Medical and Sanitary Administration of each of the rural districts is entrusted to a Government Medical Officer who is in charge of the district hospital and dispensaries and is also the Health Officer for the district. To assist him he is provided with a number of subordinate officers, dressers and sanitary officers and the staff necessary for the care of the patients in the district hospital. In addition to his general medical and sanitary duties he has also statutory duties to carry out on behalf of the Police and Labour Departments.

The Government hospitals of the Colony are divided into two groups:—

(i) General hospitals, namely:—Civil, Victoria and Moka, totalling 637 beds, which are fully equipped for X-ray and major operative work; and

(ii) district hospitals where only medical and midwifery cases are admitted and where minor surgery is carried out to a certain extent.

Patients who apply to the latter hospitals and require special treatment, surgical or other, are conveyed to the nearest general hospital by motor ambulance. A mental hospital and a leper hospital are also administered by the Department.

In addition to the Government hospitals there are, in the rural districts 39 estate hospitals maintained by owners of estates under the provisions of the Labour Ordinance. These hospitals, though staffed privately, are visited from time to time by officers of the Medical and Health and Labour Departments.

The diseases responsible for major epidemics, e.g., cholera, plague, smallpox or yellow fever, have not occurred in the Colony during the year. With the exception of malaria, persons in the Colony suffer from much the same diseases as do the inhabitants of temperate climates though the Colony is fortunate in not experiencing outbreaks of acute anterior poliomyelitis, cerebro-spinal meningitis, scarlet fever or diphtheria. The first three of these are extremely rare—the last seldom shows dangerous features.

Tetanus (lockjaw) would account for an appreciable number of deaths were it not the routine practice to submit to preventive inoculation for this disease every patient suffering from wounds of the type known to be liable to this infection.

The principal diseases affecting the general health of the population are malaria and hookworm disease.

Malaria.—The means adopted by the Government for the control of malaria differ according to the region of the Colony. In the central plateau the main measure is the prevention of mosquito breeding. This is done by the institution of drainage and by a system of inspection of private premises for the detection and abatement of mosquito nuisances. The free issue of quinine and related preparations of cinchona is also widely made.

In the rural districts anti-mosquito works are uneconomic and reliance is placed principally upon making available to all sufferers from the disease appropriate remedies. These are obtainable free of charge at all Government hospitals and dispensaries, and police stations. A number of private retailers keep those drugs in their shops for sale or gift to their customers. School children may have prophylactic totaquina administered to them during the hot season, when malaria is common. By this means the debilitating effects of this condition are mitigated without at the same time destroying the personal immunity to the infection which is the ultimate protection of the rural dweller.

Hookworm Disease.—Suitable preventive action has been taken by the Government in so far as this can be done. In other words, owners of dwellings have been required to provide their property with latrines, the intelligent and consistent use of which would eradicate the disease from every member of the household. But there is evidence that the habitual use of latrines is by no means as widely practiced by the people as

would ensure a marked improvement in the general situation. The infection is still practically universal in rural districts and is being maintained because the majority of the inhabitants in those areas persist in easing themselves on the surface of the ground. This causes the ground so used to be heavily infected with young hookworms which make their way through the soles of the feet of persons passing over the contaminated surface and develop into adult hookworms in due course. In order to mitigate the effects of this, mass treatments for hookworm infection are administered free to all persons willing to undergo them and during 1938 112,697 treatments were so given.

During the cool season inflammation of the kidneys and pneumonia are responsible for a fair proportion of the annual deaths. Occasional outbreaks of influenza occur during this season. One which occurred during the year under review was responsible for an appreciably greater number of deaths than have been ascribed to this disease for some years past.

V.—HOUSING.

The housing of the wage-earning population of the Colony may be considered in three categories: (a) housing on estates, (b) housing in rural areas not estates, and (c) housing in towns.

Estate labourers are, for the most part, adequately housed. They are accommodated in lines, or rows of huts, constructed either of stone or of wattle and daub, with roofs more commonly of thatch, but frequently of corrugated iron. Adequate provision is made for the ventilation and lighting of these quarters, but ventilation and lighting appear generally to be disliked by the occupants. At night, every accessible crevice is carefully closed, though the presence of ridge ventilation in many cases assures reasonable change of air in spite of the efforts of the occupants to exclude fresh air from their sleeping apartments. When the dwelling is thatched the problem of assuring adequate ventilation is difficult. The lines must be kept clear of weeds, and all houses are required to have a clear space of at least 10 feet round them. Each camp has adequate latrine accommodation and a supply of wholesome water is laid on, though in many cases the labourers prefer to use the polluted water of streams or nearby irrigation channels for their domestic purposes. As a general rule, the lines are not lit at night. Lighting is scarcely necessary as the occupants retire shortly after sunset.

The housing in rural areas other than estates is fairly satisfactory. The Indian labourer can himself with the aid of his friends construct a satisfactory hut. He generally owns the piece of land on which he builds his hut and what is not occupied by the hut is planted with sugar cane or other agricultural produce,

while room is also found for a primitive byre or a shelter for goats. The amenities of life are few, and a locality settled by a number of such persons bristles with sanitary problems arising out of poverty. Fortunately, most of them are now on a pipe-line, so that their water supply gives little cause for anxiety, though they may have to carry their water several hundred yards from the nearest public fountain.

In the towns and townships conditions vary. There are areas of overcrowding with its consequent insanitary conditions. Too many persons live in one room, though the climate is such as to obviate many of the evils attendant upon this practice.

VI.—NATURAL RESOURCES.

The total area of the Colony is 460,800 acres, of which some 180,000 acres, or 39 per cent. of the total area, is under cultivation and 81,000 acres approximately under forest. The area at present cultivated could, with proper irrigation, be increased by roughly 4 to 5 per cent.

The industries of the Colony are almost entirely agricultural and sugar forms 98 per cent. of its exports. Other industries comprise tobacco, fibre, pineapple, tea, coconut and, as by-product of the sugar industry, alcohol. Details regarding the various industries are reviewed below.

Sugar Industry.

The year was not a particularly favourable one for cane growth, and the total tonnage reaped was 5 per cent. below last year's. On the other hand, the sucrose content was very high and more than offset the deficit in cane. The Colony's production of sugar for 1938 was 321,372 metric tons, the highest on record. The distribution, by districts, and comparison with previous years is as follows:—

Sugar production in thousand metric tons.

<i>Districts.</i>	<i>1938.</i>	<i>1937.</i>	<i>1936.</i>	<i>1935.</i>	<i>1934.</i>	<i>1933.</i>	<i>1932.</i>
Pamplemousses and Riviere du Rempart	76·60	82·65	63·97	69·97	30·13	57·77	62·73
Flacq ...	50·09	48·16	49·98	44·15	30·87	41·31	35·97
Moka ...	42·08	37·72	43·42	35·76	29·30	40·08	34·12
Plaines Wilhems ...	24·30	22·49	21·89	20·62	11·54	18·22	17·05
Black River ...	13·36	13·81	12·85	11·28	5·99	8·88	9·06
Grand Port ...	59·45	57·23	56·10	53·38	38·37	50·66	46·66
Savanne ...	55·49	51·76	52·13	45·34	32·66	44·48	41·63
Total ...	<u>321·37</u>	<u>313·82</u>	<u>300·34</u>	<u>280·50</u>	<u>178·86</u>	<u>261·46</u>	<u>247·22</u>

The deficit in 1934 was due to a severe drought. In 1938, the proportion of raws was 87·2 per cent. of the total; granulated whites (vesous) comprised 12·5 per cent., while low sugars approximated 0·3 per cent.

Area under Sugar Cane.—The total alienated land in the Colony is nearly 381 thousand acres or, roughly 83 per cent. of the total area of the island.

Whilst most of the alienated land of the Colony passed under private ownership by means of "concessions" during the French occupation, most of the land at present occupied by Indian small planters was acquired under the "metayage" and "morcellement" systems, whereby large estates were parcelled out to numbers of tenants who became, after a term of years, legal owners of their land. The metayage or morcellement systems are still practised, though on a much reduced scale.

At the beginning of 1938, the area under cane was estimated at 145,096 acres in excess by 1,599 acres on the figure for 1937. Estates with factory cultivated 60,331 acres; estates without factory, 44,935 acres, giving a total estate cultivation of 102,266 acres, or an increase of 1,199 acres on the figure for the previous year.

The balance of 42,830 acres, which shows an increase of 400 acres on 1937, was cultivated by small planters.

The total area under cane cultivation by Indians at the beginning of 1938 was 56,025 acres, or 38.6 per cent. of the total cane cultivation. This total is made up as follows: (i) small planters off estates, 42,830 acres; (ii) small planters, cultivating lands belonging to estates, 11,264; (iii) estates owned by Indians, 9,100 acres.

Sugar Factories.—During the year 1938 there was no change in the number of factories operating in the island, which remains at 38.

Sugar Market.—In 1938, the market for sugar was generally weak and the average price obtained at the end of December for a total sale of 183,514 metric tons approximated Rs.5.65 net per 50 kilos. The average sale price for the 1937 sugar production was Rs.6.103 net per 50 kilos.

All sugar transactions are made through the Mauritius Sugar Syndicate which controls the export of practically all the sugar of the Colony.

Disposal of the 1937-38 Sugars and Local Consumption.

The total sugar exported during the 1937-38 year (1st August, 1937, to 31st July, 1938), amounted to 303,100.2 metric tons. distributed as follows:—

					Metric tons.
Great Britain	...	...	...	...	279,300.7
Canada	...	...	...	...	22,415.4
Hong Kong	...	...	...	...	1,130.8
Other places	...	...	...	...	253.3
Total	...	...	...	...	303,100.2

The exportation for the 1938-39 crop totalled up to 31st December 1938, 147,377.3 metric tons.

The local sugar consumption for the 1937-38 year was 11,367 metric tons, as against 10,326 the year previous.

Sugar Machinery.—Machinery to the value of Rs.1,162,726 was imported during the year as compared with Rs.914,545 in 1937. The value of the tramway material imported in 1938 was Rs.237,666 as against Rs.128,059 last year.

Eleven farm-tractors and 27 ploughs to the aggregate value of Rs.41,540 were also imported in 1938.

General Agricultural Matters.

Fertilizers.—A total of 17,726,935 kilos of chemical fertilizers valued at Rs.2,127,974 was imported in 1938, as against 19,818,236 kilos, valued at Rs.2,117,295 the year previous. Of the total importation, 63 per cent. consisted in ammonium sulphate and 25 per cent. in potassium nitrate.

Insect Pests.—Hand collection of beetles of *Phytalus Smithi* has been terminated and is being replaced by intensified biological control. This will result, in the first instance, in the saving of over Rs.50,000 annually to the Planters.

To help in the biological control work, the giant toad, *Bufo marinus*, was imported from Puerto Rico and after long quarantine in greenhouses, liberation was commenced in December.

The problem of providing adequate food plants for the various parasites in the cane fields is also receiving consistent attention.

In the search for varieties of cane showing economic resistance to heavy infestation of *Phytalus*, close collaboration was maintained with the Sugar-cane Research Station.

Infestation of cane fields by Moth borers has remained nearly constant, though the abnormal dry period from August to November caused severe losses in the Northern Districts. A grant from the Colonial Development Fund is being utilized to organize biological control of cane-borers.

Plant Diseases.—The main diseases of the sugar-cane continue to be Gummosis, Leaf Scald, Smut and Red Rot. There was a mild outbreak of the first in the south of the island and a more severe one on a central estate. The other diseases appeared in sporadic form and did not at any time cause anxiety. Experiment and research have been continued during the year in the Division of Plant Pathology on methods of control in the field and in the Laboratory.

Tobacco.—In 1938, the area under this crop was 302 acres. Under the law, all the leaf produced is purchased by the Government Warehouse and the amount for 1938 was 162,676 kilos of a value of Rs.149,014 as compared with 391,435 kilos

valued at Rs.487,239 in 1937. The amount of leaf used by local manufacturers was 366,325 kilos as compared with 329,233 kilos, the year previous.

No export trade is as yet in existence. Experiments are still in progress with a view to producing a variety of leaf with a flavour acceptable for the export market.

Fibre.—Sale is controlled by the Mauritius Fibre Syndicate. In 1938, the market was practically non-existent: the total export was only 242 tons, as against 1,617 in 1937.

Pineapple.—During the year the area under this crop has been markedly increased and now totals 125 acres approximately. Owing to unfavourable weather conditions the yield in fruit has been below anticipation.

The anticipated turn-out of the Fruit Canning Factory for 1938-39 is 3,000 cases or, approximately, 75,000 kilos as against 3,145 in 1937-38.

The exportation in 1938 was valued at Rs.35,762 against Rs.32,451 in 1937.

Tea.—Progress continues to be satisfactory, especially in regard to the quality of the tea produced. The total production for 1938 was 64,518 kilos, as against 50,000 last year. Practically the whole production is locally consumed.

Coconut.—The export of copra-produce of the dependencies of Mauritius amounted in 1938 to 1,482 metric tons, valued at Rs.213,765 as against 1,507 tons, valued at Rs.350,012 in 1937. The export of coconut oil during the year was 1,476 litres valued at Rs.550 as compared with 5,731 litres valued at Rs.2,383 in 1937.

Alcohol.—The total quantity of alcohol distilled for human consumption amounted in 1938 to 841,610 litres as against 593,396 litres in 1937. The quantity distilled for industrial purposes was 572,380 litres as against 603,192 the year previous.

The exportation of rum during the year was 144,982 litres valued at Rs.45,264 as compared with 84,210 litres valued at Rs.27,181 in 1937.

The question of further utilization of power alcohol has been receiving consideration during the year.

Veterinary and Livestock.—Owing to scarcity of rain and consequent lack of fodder, cattle in herds have been doing rather poorly and, towards the close of the year, numerous deaths occurred, especially of old and very young animals.

The animals imported in connection with the beef improvement campaign have been received. The application of fertilizers to pastures is also being seriously considered. The plans

for an experimental station in connection with beef production have now matured and the scheme will be put into force early in 1939.

At the beginning of 1938 the total bovines on estates numbered 13,121 as against 13,646 the year previous.

Importation of bullocks from Madagascar, for food amounted to 3,579 head valued at Rs.238,458.

The Agricultural College.—The Agricultural College is administered as an integral part of the Department of Agriculture. Laboratories provide accommodation for teaching and research in Agriculture, Chemistry, Physics, Entomology, Botany, Mycology and Sugar Technology.

A three year course leads to the Diploma of the College. Short courses in the intercrop are given for estate employees and special courses for agricultural and sugar-house chemists.

Most of the past students of the College have been absorbed in the local sugar industry. Some have obtained situations in the local Government or abroad. The practical value of the training received at the College is now appreciated by the local sugar industry and, on several estates, the Diploma of the College has been made a *sine qua non* condition for employment.

In 1938, regular students numbered eighteen, together with seven part-time students and generally two or three research workers from estates.

The Sugarcane Research Station.—The staff of the Sugarcane Research Station, which is housed in the buildings of the Mauritius Agricultural College, has been increased by the appointment of two Field Assistants. By their help, it has been possible to lay down an increased number of field experiments, dealing particularly with cultural methods.

The chief work of the Geneticist's Division has been the raising and testing of new sugar-cane varieties. No new varieties have been released during the year, but it is gratifying to be able to record that three of the varieties already released continue to find favour with the planting community.

In the Chemical Division, further experiments have been conducted with foliar diagnostic methods. Interesting results have been obtained with potash in the field experiments, in one case the application of potash resulting in an increased yield of over 20 tons per arpent, the canes from no potash plots being much poorer in sucrose. In some lands cultivated by small planters largely increased yields have followed applications of phosphatic guano.

The Botanist is continuing his work on drought resistance of canes, together with their resistance to the phyalus pest. Other points under investigation include methods of tillering and the best time and method of application of fertilizers.

School Gardening and Nature Teaching in Primary Schools.—The work is entrusted to officers of the Agricultural Division of the Department of Agriculture. There are at present thirty-two registered school gardens. Gardening classes are held regularly when the Instructors visit the schools, i.e., about every fortnight. Classes are also held on the average twice weekly by one of the school teachers. While particular attention is given to practical work in the garden, care is also taken to see that the pupils record their observations in garden notebooks. Furthermore, short lectures are delivered to the pupils on the principle and practice of horticulture.

In order to secure the interests of both pupils and school teachers, a prize scheme exists; prizes being given annually for the best gardens.

Co-operation.—During the year under review, three new societies were registered. Inclusive of the Trefles (Rodrigues) Co-operative Credit Society, there were thirty-eight societies in the Colony and its dependencies, established under Ordinance No. 4 of 1913.

The total number of members on the 31st December, 1938, was 2,178 and the total share capital Rs.68,625. But the working capital which is made up of (a) share contribution; (b) dividends undrawn by members and left in the societies as non-dividend bearing shares; (c) deposits of members and non-members; (d) Government advances; and (e) Reserve Fund; amounted to Rs.275,116.

The movement is under the supervision and guidance of the Government, and is run as a branch of the Department of Agriculture. The staff entrusted with the supervision of the societies is composed of: (a) The Registrar who is also the Director of Agriculture; (b) The Assistant Registrar, a whole-time officer who has undergone a training in co-operation in Ceylon; (c) a whole-time Inspector; (d) a part-time Inspector with combined duties of Agricultural Instructor; and (e) a Clerical Assistant.

The accounts of all the societies are regularly inspected late in the afternoon, when the members are taught co-operative principle and practice. The audit inspection is made in the months of May and June by the Assistant Registrar.

Apart from a small contribution made by the societies towards their inspection, which last year amounted to Rs.750, the cost of running the movement is borne by Government.

Other Manufacturing Industries.

No important change occurred in 1938. Engineering establishments numbered forty-nine; distilleries, four; cigarette factories, six. There were four docks (landing, etc.), three hydro-electric plants, four salt-making establishments and one match factory. Altogether, about 2,000 people found employment in the above mentioned concerns.

In addition, there exist, on a small scale, leather tanning, boot and shoe making, aerated water works, ice-making, cabinet-making, biscuit and jam making, etc., which, with the usual innumerable small handicrafts, help to render the large population of the island in some way more self-supporting and help to reduce the importation of manufactured articles.

Fisheries.

In 1926 the question of fishery control in Mauritius was thoroughly investigated by Mr. J. Hornell, F.L.S., F.R.A.I., formerly Director of Fisheries in Madras, and his recommendations in the printed report on the subject have formed the basis of the work of the Local Fisheries Advisory Committee formed in 1927. Special consideration has been given to the questions of control of net fishing, improvement of local methods of fish-curing, protection of the local dried fish trade against the imported article, and ensuring a plentiful supply of cheap fish in the markets without prejudice to the working fishermen. Net fishing with large-seines was reintroduced in December and forty licences were issued. The daily average quantity of fish on the market has increased by 75 per cent. as a result and the price decreased in about the same proportion.

The lagoons, between the coral reef surrounding the island and the beach, are normally full of excellent fish of many varieties which are taken in large quantities by means of basket traps, cast nets and lines and in the open sea outside the reefs large fish can be taken at practically all times of the year by trolling or with deep sea lines.

All professional fishing is done from small sailing craft known as "peniches" and "pirogues" which are well built and seaworthy but the business side of the industry is quite undeveloped owing to local preference for old-fashioned methods which ought to be replaced. Amateur fishermen are well supplied with locally-built sea-going motor-boats which enable them to reach the remarkable fishing-grounds round the rocky islets lying from two to fifteen miles off the northern coast of the Colony where good sport is certain at almost all seasons.

Fish-curing industries are established at Rodrigues and St. Brandon islands and produce a considerable quantity of what is one of the staple foods of the poorer classes but the dried

fish of South Africa and India still commands a large sale and is imported in increasing quantities at a very low price.

Many of the rivers hold a species of gray perch (known locally as "carpe") and in the fast water good sport may be obtained with wet fly or light spinning tackle. Fresh water mullet (known as "chite") are abundant in some rivers.

Forestry.

This now consists of about 110 square miles of Crown Forest (forest and scrub) and about 60 square miles of private forest land (forest and scrub). Total about 170 square miles.

Those portions of Crown Forest not carrying merchantable produce have a vegetative cover, important for catchment and for protection purposes, especially where situated on the central and southern plateaux, where the high rainfall and general humidity of the air ensures that any blanks are rapidly colonized. The same may be said of portions of the private forest lands, but others are at too low levels for this cover to have such effect.

As a subsidiary form of production, forest lands are utilized for shooting and fishing—Crown forests leased for this purpose returning Rupees 16,000 in a normal year.

A second subsidiary form of production consists in the grazing that is to be had on the 4,500 acres of Pas Géométriques, or Crown land strip, 250 feet wide round the greater part of the coastline and islands, leased on tree-planting conditions. This strip of plantations gives the island one of the finest coast-lines in the world, and the combination of economic production (timber and grazing) with aesthetic value is worthy of special note.

The forest of indigenous species which produced the primary timbers have been and still are being superseded by the invasion of exotic vegetation due in the the past to the extensive removal of the overforest coupled with the destruction of the regeneration by the burning of charcoal in conjunction with this operation, the exceptionally slow regeneration and aftergrowth of the indigenous species and the very favourable conditions of climate and rainfall and the physical soil conditions awaiting the invading species. In place of the whole island area, only some few square miles of this virgin forest now exist.

Following the aforementioned general destruction, trials of many and varied exotic tree species were undertaken, many were planted between 1880 and 1918 on a large scale on Crown land, notably Eucalypts (*Eucalyptus rostrata*, *E. tereticornis* and a *hybrid*) and to a lesser extent the Chinese pine and Eugénias, but generally speaking these plantations were formed to reconstitute the vegetative cover and were not laid out on commercial lines. The present stocks are sometimes scattered

irregular and often severely shaken and damaged whilst there are many fallen trees due to the selection of unsuitable species, to cyclone damage and to lack of past thinning and other treatment. It is from these plantations that, what major production as is possible, has at present to be effected. From 1928 onwards, however, regular and vigorous plantations, on easy extraction routes, are being provided on a scale designed to abolish imports of the cheap woods of commerce and to provide a surplus of cabinet timbers worthy of export. These plantations are the result of a careful study of the results of the past and a selection of species has been made accordingly though the species composing the mixture are changed from time to time. Full financial records are available for these recent plantations.

The chief species used by cabinet-makers are:—

(a) Indigenous:—*Imbricaria* (*Mimusops*) *petiolaris* and *maxima*, *Labourdonnaisia saxophloia*, *Canarium colophana* and others when available.

(b) Exotics:—*Tabebuia pallida*, *Swietenia mahagoni*, *Pterocarpus marsupium* and *indicus*, *Albizzia lebbek*, *Cassia siamea*, *Juniperus*, *Bermudiana*, *Cinnamomum camphora*, *Terminalia catappa* and others.

Following some falling off in regular supplies from private lands Crown forests are supplying much increased volumes of fuel and charcoal, provision being made for sustained yields. Meanwhile, plantations of softwoods are being laid down by Government, which should, in due course, supply the greater part of the timber now imported. Full use is being made by the Forest Department of private enterprise in the sale of final crops and in the first clearing of scrub land. Taungya operations or the raising of crops of trees in conjunction with agricultural crops is effected by the Forest Department, wherever possible. Crops of valuable hardwoods are being raised as far as suitable land is available. The introduction of new species for trial is a regular practice. The limiting factor to crops is the probable effects of cyclone damage. Markets for thinnings from plantations are generally available.

As large quantities of charcoal are available, consideration is being given to the importation of a modern charcoal lorry both as a matter of economy and as an example to transporters to make the island community more self-contained.

In conjunction with the Agricultural Department and the resident Magistrate, conservation of catchment areas and tree-cum-pasture shade plantations, as well as commercial tree plantations are being advanced in the island of Rodrigues. In this connection a visit by a staff officer of the Forestry Department was made, advice given and valuable plans advocated for future management and land economy.

(a) *Production:—**Unmanufactured items.*

From Crown forests (no figures available for private lands).

<i>Product.</i>				<i>Volume 1938.</i>	<i>Value 1938.</i>
				<i>Cu. ft.</i>	<i>Rs.</i>
(i)	Logs and Round Timber	...	...	122,510	41,933
(ii)	Sawn Timber	...	...	9,547	19,665
(iii)	Fuel	...	...	652,872	43,650
(iv)	Minor Forest Produce	...	...	—	2,195
(v)	Sales in Rodrigues	...	...	—	1,784
					Rs. 108,327

Manufactured items.

(i) Approximately 160,000 gross boxes of matches are produced by the Mauritius Match Manufacturing Company. The total value is say Rs.90,000 to Rs.100,000.

(ii) The finished articles produced by cabinet-makers numbering about 160. The products of these craftsmen are of high quality.

Minor Forest Produce.

Grass for fodder, bamboos, palm salads, thatching material and fodder seeds.

(b) *Conversion and Sales.*

Logs and round timber supplied on forest roads or sometimes delivered to buyer.

Sawn timber: sawn by hand.

Fuel: sold standing or by cord on forest roads.

The principle of limiting the out-turn to ensure a sustained yield applies to Crown forests. At present the sale of pine has thus to be limited.

(c) *Consumption of Products.*

All production is consumed locally.

VII.—COMMERCE.

The Colony is essentially an agricultural one, and yet it barely produces one-tenth of the foodstuffs required for its inhabitants and imports manufactured goods of all descriptions and practically all articles of food and drink, with the exception of sugar.

Of the principal articles of food and drink imported, rice which is the staple food of the people, as well as dhol, lentils and other grain, edible oils, spices and seeds, salted fish and ghee come from India; confectionery, preserved provisions, soya bean oil, whisky from the United Kingdom, wheat flour.

fresh fruits and butter from Australia; salted fish, meat, fresh fruits from South Africa; wines from France and Spain; lard from Hong Kong; preserved provisions from China; margarine and cheese from Holland; sardines from Japan; tea from Ceylon and cattle, pistachio nuts and potatoes from Madagascar.

The main items of imports of manufactured goods are: heavy iron and steel goods for use in connection with the manufacture of sugar; cotton and woollen goods; wearing apparel, patent fuel, fertilizers, hardware, paint, soap, motor vehicles from the United Kingdom. Gunny bags for packing sugar, saltpetre, and cotton piece goods come from India.

Of the foodstuffs produced locally may be mentioned fresh fruits and fresh vegetables.

Mauritius is almost entirely dependent on one industry—the sugar industry—and so long as efforts made to develop other industries do not meet with success, its position will be more or less insecure; especially on account of cyclones or drought. In 1938 the sugar exports represented about 98 per cent. of the domestic exports. Other items of exportation are comparatively insignificant in value. They are aloe fibre, copra, poonac, rum, and coconut oil.

There has, as yet, been no outside market for local tobacco and matches. As a result of the successful development of these industries during the past few years, imports of cigarettes and matches have decreased considerably, matches almost entirely.

The following table gives the total value of imports, domestic exports and re-exports for the year under review and each of the preceding four years:—

			<i>Imports.</i>	<i>Domestic</i>	<i>Re-exports.</i>
			<i>Value</i>	<i>Exports.</i>	<i>Value</i>
			<i>c.i.f.</i>	<i>f.o.b.</i>	<i>f.o.b.</i>
			<i>Rs.</i>	<i>Rs.</i>	<i>Rs.</i>
1938	...	...	33,830,015	33,249,199*	778,366
1937	...	...	34,226,522	36,081,479*	832,542
1936	...	...	30,218,589	31,842,308	948,498
1935	...	...	29,891,160	28,008,615	640,640
1934	...	...	29,680,346	25,028,810	1,107,330

* Excludes the value of sugar quota certificates which, in the years 1937 and 1938 may be estimated at Rs. 4,900,000.

The following table gives the percentage of total imports provided by the British Empire and foreign countries respectively during the year 1938 and the four preceding years:—

	1938.	1937.	1936.	1935.	1934.
	<i>Per cent.</i>	<i>Per cent.</i>	<i>Per cent.</i>	<i>Per cent.</i>	<i>Per cent.</i>
Empire ...	76	77	75.5	78.6	74.4
Foreign countries	24	23	24.5	21.4	25.6

In the following table is given the percentage of total imports provided by the six principal countries from which our commodities are imported, for the year under review and the four previous years:—

	1938. Per cent.	1937. Per cent.	1936. Per cent.	1935. Per cent.	1934. Per cent.
United Kingdom	34·4	30·4	31·7	30·3	29
Australia ...	5·1	6·0	4·3	5·0	6
India ...	26·7	33·8	33·0	36·7	34
France ...	3·8	3·3	3·6	3·7	4
Japan ...	3·3	3·7	3·9	3·3	4
U.S.A. ...	4·3	3·3	3·7	3·2	4

Table giving the percentage of domestic exports to the Empire and foreign countries:—

	1938. Per cent.	1937. Per cent.	1936. Per cent.	1935. Per cent.	1934. Per cent.
Empire ...	99	99	98·9	99	99
Foreign countries	1	1	1·1	1	1

Table giving the percentage of domestic exports to the principal countries of destination:—

	1938. Per cent.	1937. Per cent.	1936. Per cent.	1935. Per cent.	1934. Per cent.
United Kingdom	98·9	92	93·5	86·8	95
Canada ...	—	7	5·0	12·3	3·5
Hong Kong	0·5	—	—	—	—
Belgium ...	0·1	0·4	0·3	0·1	0·1
Reunion ...	0·2	0·2	0·3	0·3	0·3
France ...	0·1	—	—	—	—

The following table gives the values and quantities of the principal imports for the year under review and the previous year, with an indication of the principal sources of supply—the total imports of each commodity are also given:—

<i>Articles and Principal Countries of Origin.</i>		1938.		1937.	
		<i>Quantity.</i>	<i>Value c.i.f. Rs.</i>	<i>Quantity.</i>	<i>Value c.i.f. Rs.</i>
Cows and Oxen—					
Madagascar ...	No.	3,579	238,458	5,967	335,753
Butter—					
Australia ...	Kilos	60,596	123,697	64,819	122,274
Denmark ...	"	4,787	12,868	5,120	13,607
Total Imports	"	72,231	148,835	79,009	149,090
Ghee—					
India ...	"	59,731	92,094	48,912	72,407
Total Imports	"	60,095	92,256	49,926	73,000
Confectionery—					
United Kingdom...	"	92,257	74,333	80,075	113,661
Total Imports	"	103,027	87,490	95,032	128,141
Bran—					
Australia ...	"	362,339	34,740	755,505	68,350
India ...	"	729,966	59,770	613,766	46,300
Total Imports	"	1,092,305	94,510	1,394,696	117,134

<i>Articles and Principal Countries of Origin.</i>				<i>1938.</i>		<i>1937.</i>	
				<i>Quantity.</i>	<i>Value c.i.f. Rs.</i>	<i>Quantity.</i>	<i>Value c.i.f. Rs.</i>
Tinned Sardines—							
Japan	...	...	Kilos	65,896	21,655	145,350	41,417
Portugal	...	...	"	248,865	185,264	102,074	67,174
Total Imports	...	...	"	316,998	208,962	254,184	111,325
Fish salted—							
Union of South Africa.	...	...	"	434,440	162,458	313,557	133,612
India	...	...	"	187,398	87,940	102,189	47,860
Total Imports	...	...	"	646,633	267,279	444,471	201,034
Rice—							
India	...	...	"	32,327,818	4,174,934	67,558,431	7,076,404
Burma	...	...	"	5,544,924	550,342	—	—
Total Imports	...	...	"	38,038,144	4,751,581	67,719,337	7,101,625
Wheat Flour—							
Australia	...	...	"	9,155,525	1,154,445	9,789,405	1,548,299
Total Imports	...	...	"	9,267,330	1,168,324	9,909,109	1,566,879
Dholl—							
India	...	...	"	3,645,110	466,342	3,617,092	424,512
Lentils—							
India	...	...	"	2,113,310	277,664	1,865,112	233,382
Lard, Hog's—							
Hong Kong	...	...	"	150,594	75,330	209,864	147,356
Total Imports	...	...	"	203,951	112,873	280,254	200,331
Oil Mustard—							
India	...	...	"	242,353	112,247	441,819	194,255
Oil, Pistachionut—							
India	...	...	"	1,330,956	394,022	699,408	293,372
Dutch East Indies	...	...	"	—	—	343,787	160,660
Total Imports	...	...	"	1,338,227	397,528	1,098,364	475,939
Oil, Soya—							
United Kingdom	...	...	"	893,383	364,064	871,185	425,543
Total Imports	...	...	"	1,122,202	441,141	1,292,896	609,717
Spices and Spice Seeds—							
India	...	...	"	360,127	107,161	312,639	107,774
Total Imports	...	...	"	467,670	151,629	351,893	129,844
Tea—							
Ceylon	...	...	"	141,031	233,656	155,463	276,885
Total Imports	...	...	"	148,898	244,257	160,991	295,683
Whisky—							
United Kingdom	...	...	Litres	32,454	142,235	25,623	110,822
Total Imports	...	...	"	32,487	142,411	25,623	110,822
Potatoes—							
Madagascar	...	...	Kilos	984,771	71,416	1,026,555	72,578
Kenya	...	...	"	783,485	68,799	161,123	15,574
Total Imports	...	...	"	1,851,151	148,351	1,253,610	97,193
Coal—							
Union of South Africa.	...	...	"	46,659,479	739,914	40,521,920	566,031
Total Imports	...	...	"	49,293,761	823,749	41,739,637	596,797
Linseed Oil—							
United Kingdom	...	...	"	134,735	65,025	187,940	95,019
Total Imports	...	...	"	186,748	86,685	201,624	101,138
Wood and Timber—							
Australia	...	...	Cu. m.	333	28,179	1,617	118,646
Straits Settlements	...	...	"	2,732	113,950	5,745	182,175
Siam	...	...	"	5,461	271,753	5,654	243,690
Total Imports	...	...	"	8,735	437,328	13,230	559,031

Articles and Principal Countries of Origin.		1938.		1937.	
		Quantity.	Value c.i.f. Rs.	Quantity.	Value c.i.f. Rs.
Boots and Shoes—					
United Kingdom...	Pairs	10,918	49,710	12,596	64,111
Hong Kong ...	"	78,379	76,728	71,635	90,111
Total Imports ...	"	151,750	173,268	147,376	214,222
Cotton Piece Goods—					
United Kingdom...	Metres	5,307,535	1,535,317	2,604,963	831,111
India ...	"	4,867,298	848,980	3,388,116	579,111
Japan ...	"	1,051,965	231,613	835,643	203,111
Total Imports ...	"	11,351,036	2,677,537	6,891,972	1,644,222
Jute Gunny Bags—					
India ...	No.	3,622,335	976,184	4,453,900	1,135,111
Total Imports ...	"	3,622,445	976,217	4,453,900	1,135,111
Silk Manufactures—					
United Kingdom...		—	171,452	—	208,111
Japan ...		—	338,834	—	414,111
Total Imports ...		—	626,034	—	733,222
Woollen Manufactures—					
United Kingdom...		—	343,823	—	216,111
Japan ...		—	109,840	—	74,111
Total Imports ...		—	472,402	—	302,222
Machinery, Sugar—					
United Kingdom...	Kilos	1,227,869	1,017,239	1,067,834	788,111
Total Imports ...	"	1,397,282	1,144,228	1,172,352	890,222
Iron Sheets and Plates—					
United Kingdom...	"	836,559	237,040	658,291	171,111
Belgium ...	"	471,901	118,770	301,307	78,111
Total Imports ...	"	1,665,053	445,849	1,194,776	303,222
Tramway materials of all kinds—					
Germany ...		—	184,185	—	150,111
Total Imports ...		—	398,656	—	200,222
Motor Cars—					
United Kingdom...	No.	228	519,503	266	604,111
Total Imports ...	"	276	630,222	321	740,222
Cement—					
United Kingdom...	Kilos	5,711,226	213,245	5,358,317	220,111
Total Imports ...	"	5,711,226	213,245	7,074,780	239,222
Manures, Chemical—					
United Kingdom...	"	11,147,623	1,146,035	12,567,516	1,109,111
India ...	"	4,020,760	679,382	3,950,805	500,222
Chili ...	"	1,006,520	115,772	1,609,516	165,111
Total Imports ...	"	17,726,935	2,127,974	19,824,236	2,117,222
Films, Cinematograph—					
India ...	Metres	395,814	113,696	494,785	134,111
France ...	"	497,220	69,424	470,910	94,111
Total Imports ...	"	1,019,240	205,245	1,053,461	240,222
Petroleum Motor Spirits—					
Dutch East Indies	Litres	4,006,131	564,573	2,624,318	350,111
U.S.A. ...	"	3,046,213	443,097	2,635,027	370,222
Total Imports ...	"	7,488,366	1,070,233	6,059,265	850,222
Petroleum Lamp Oil—					
Dutch East Indies	"	813,831	105,302	821,861	107,111
U.S.A. ...	"	2,116,941	292,418	1,955,556	247,222
Total Imports ...	"	3,134,690	425,161	2,777,417	354,222

Articles and Principal Countries of Origin.		1938.		1937.	
		Quantity.	Value c.i.f. Rs.	Quantity.	Value c.i.f. Rs.
Paints and Colours—					
United Kingdom...	Kilos	326,214	159,281	467,317	210,000
Total Imports ...	„	363,217	177,060	542,283	230,193
Paper Manufactures—					
United Kingdom...		—	168,327	—	164,377
Belgium ...		—	22,394	—	47,090
Czechoslovakia ...		—	36,999	—	28,863
Total Imports ...		—	345,684	—	358,662
Soap, Common—					
United Kingdom...	Kilos	1,502,721	579,248	1,554,934	579,379
Total Imports ...	„	1,565,129	595,863	1,654,484	602,102
Spindles—					
India ...	No.	—	—	1,275,250	61,190
Burma ...	„	1,007,500	52,667	—	—
Total Imports ...	„	1,007,500	52,667	1,295,250	61,379

*Quantity and value of principal domestic exports and re-exports
during the years 1938 and 1937.*

DOMESTIC EXPORTS.

<i>Articles and Countries of Destination.</i>		1938.		1937.	
		<i>Quantity.</i>	<i>Value f.o.b. Rs.</i>	<i>Quantity.</i>	<i>Value f.o.b. Rs.</i>
Sugar—					
United Kingdom...	Kilos	290,772,732	32,587,827	289,682,430	32,599,979
Canada	"	—	—	22,415,417	2,570,551
Hong Kong	"	2,099,830	189,255	914,494	80,077
Total	"	292,872,862	32,777,092	313,012,341	35,250,607
Opium—					
United Kingdom...	"	1,481,623	213,765	1,506,867	350,012
Aloe Fibre—					
United Kingdom...	"	47,649	6,755	416,995	74,040
Belgium	"	128,708	16,833	789,438	146,662
France	"	66,185	8,172	79,068	13,868
Holland	"	—	—	203,208	29,298
U.S.A.	"	—	—	128,022	18,658
Total	"	242,542	31,760	1,616,731	282,526

RE-EXPORTS.

Lentils—					
Reunion ...	Kilos	311,891	82,937	433,966	63,149
Total ...	"	392,539	96,624	541,791	80,233
Jute Gunny Bags—					
Madagascar ...	No.	675,131	158,548	710,900	169,759
Total ...	"	684,931	160,704	722,900	173,119
Iron, Old and Scrap—					
Union of South					
Africa ...	Tons	2,483	50,698	76	26,035
Japan ...	"	—	—	3,303	66,053
Total ...	"	2,485	51,598	3,934	147,548

In the table of imports, domestic exports and re-exports above, the values for bullion and specie are not included. The imports in 1938 were Rs.167,120 and re-exports Rs.98,992 against Rs.121,333 and Rs.174,789 respectively in 1937; Rs.50,000 and Rs.159,185 in 1936; Rs.36,866 and Rs.1,275,622 in 1935 and Rs.2,182,000 and Rs.2,419,834 in 1934.

Tourist Traffic.

During the year 1938, seven tourist ships called at Port Louis with 1,008 visitors. The number of tourists who arrived in the Colony by other ships amounted to 287. Good roads and taxi-cars at cheap rates render places of interest throughout the Colony easily accessible to visitors.

VIII.—LABOUR.

Historical.

Labourers in Mauritius fall into two groups—the Creoles and the Indians or, as the latter are frequently called, the Indo-Mauritians.

The Creoles are of African origin and consist partly of descendants of slaves who were employed on estates in the old days—and partly of descendants of other persons who came from Africa or Madagascar.

The Indians or Indo-Mauritians, who outnumber the Creoles by about three to one, consist of Indians or their descendants who were recruited from India to supply the labour requirements of the Colony. The last assisted immigration from India took place in 1922.

By religion the Creoles are Christians while the Indians are usually Hindus or Mohammedans and, although there has been some intermixture of blood, the two groups are on the whole (as far as the labouring population is concerned) clearly defined and each has its distinctive customs and habits.

The Creole is more of a town dweller than the Indian who is mainly an agriculturist and while the majority of dock labourers, mechanics, masons, carpenters, etc., are Creoles—the vast majority of workers on the land are Indians. No hard and fast line can be drawn however.

Reorganisation of Labour Department and Legislation.

Until the year 1938 the duties of the Labour Department were chiefly concerned with Indian immigrants—the head of the department being styled “Protector of Immigrants”—and its powers were limited accordingly.

As a result, however, of the labour unrest on sugar estates which occurred in 1937 it was decided that this department should be strengthened and reorganised.

To carry out this reorganisation an officer with long experience of labour in the tropics was temporarily seconded to Mauritius from the Malayan Civil Service.

This officer, who is styled " Director of Labour ", arrived in April and after studying local conditions recommended that a Deputy and an Assistant Director of Labour should be recruited from Europe and that six Labour Inspectors should be appointed locally.

These recommendations were approved and the Labour Inspectors were appointed in June, but the higher appointments had not been filled at the end of the year.

Another important step which was taken in connection with labour matters was the passing of the Industrial Associations Ordinance.

This Ordinance gives the right to employers or labourers in certain industries to form associations to enable them to protect and further their interests. Important provisions in this Ordinance are those dealing with the settling of disputes by means of conciliation boards which may be set up at the request of either party to a dispute or which may be convened by the Director of Labour on his own initiative if he considers that a dispute is likely to result in a stoppage of work.

A strike or lockout is illegal unless the conciliation board has been unable to settle the dispute within thirty days.

The Director of Labour is Registrar of Industrial Associations of which one employer's and twenty-four labourers' Associations were registered during the year.

A further important measure passed during the year was the Labour Ordinance.

This Ordinance includes within its scope all " labourers " (i.e., persons performing manual labour) and while omitting a number of provisions of the Labour Ordinance of 1922—such as those relating to assisted immigration—includes many new provisions.

The most important of these new provisions may be briefly summarised as follows:—

- (i) Control by the Labour Department over all classes of labourers,
- (ii) establishment of an eight-hour day,
- (iii) regulations for overtime,
- (iv) maternity benefits for working women,
- (v) establishment of nurseries on estates in certain circumstances,
- (vi) records to be kept by employers of wages paid to all labourers whether working directly under their control or not,
- (vii) allotments for labourers.

Review of the work of the Labour Department.

The appointment of Labour Inspectors in the Districts provided a much needed want, and every labourer now knows that he has in his district an officer of the Labour Department to whom he can refer any complaint he wishes to make and who will investigate it without delay.

A very large number of complaints, many of which were trivial, were dealt with by the Labour Inspectors, and work during the sugar crop, with the exception of a few minor stoppages, proceeded normally.

At the end of August however the labourers employed at the docks and by the stevedores struck work and made a claim for higher wages. Although every effort was made by the Labour Department to bring home to these men (who were members of the Dockers' Association) that their action was illegal and that if they would resume work a conciliation board would consider their claims they continued on strike.

As a result paralysis of the whole sugar-industry was threatened and it was decided to declare a state of emergency. Arrangements were then made to carry on the work at the docks and after a few days the strikers resumed work. Subsequently a conciliation board was held and the dock workers obtained substantial improvements in pay and working conditions.

During the year another conciliation board was held as a result of which certain increases of pay were given to labourers employed on a certain sugar estate.

There is no doubt that the largely increased activities of the Labour Department and the result of these conciliation boards have had a considerable effect in impressing upon labourers that their claims can be put forward and if reasonable can be granted without recourse to a strike.

Wages and Employment.

On estates, wages vary very considerably according to the season, the nature of the work, the capacity of the workers, etc. During the intercrop daily paid men earn from 50 cents to R.1. daily—though the work may not be continuous—and during the crop season rates are very much higher and earnings vary from 80 cents to Rs.1.80 a day—or even more.

Labourers employed on monthly agreement earn from Rs.15 to Rs.20 a month and are entitled to free housing and medical treatment.

Skilled workmen earn from Rs.1.50 to Rs.4 a day.

There is employment for all manual workers during most of the year but the supply and demand for labour are so nearly balanced that anything in the nature of a drought or a cyclone, which reduces the amount of work available on estates, almost immediately causes unemployment.

Economic and Social.

The Commission appointed to enquire into the unrest among labour on sugar estates in 1937 recommended that a 10 per cent. increase in wages should be given and although the continued low price of sugar has caused embarrassment to many companies this recommendation has on the whole been carried out.

Whether a further increase in wages is feasible or reasonable is under investigation but the fact remains that the earnings of agricultural labourers in Mauritius compare favourably with those of similar labourers in India.

Although there is considerable scope for improvement in the economic and social conditions of labourers in Mauritius it would not be correct to say that distress and hardship are widespread—in fact a large number of labourers own land on which they reside and keep cattle or grow vegetables.

There are cinemas in all large villages which show Indian and other films and these are very well patronized. The race meetings which are held from May to October are also attended by large numbers of labourers—in fact the vivid and picturesque colouring of the clothes worn by their womenfolk is a well known feature of these meetings.

Football has many devotees and, although the game is not organized among labourers, it is common to find a football ground near a village or an estate camp—it is clearly popular and any important match is attended by many spectators.

With regard to more serious matters such as his status in the community and his civil rights the labourer, whether Creole or Indian, is on the whole, sophisticated. He is no longer content to be told that certain things are so—he wishes to know why they are so and how they affect him.

This attitude of mind is encouraging because it shows that the reasoning and intellectual powers of the labouring classes are developing and with proper guidance will enable them to take an increasingly important part in the life of the Colony.

Statistics.

It has not been possible as yet to prepare reliable statistics regarding the number of labourers in employment, rates of wages, etc., though steps are now being taken, under the new Labour Ordinance, to obtain the necessary information.

It may be said however that approximately 11,000 labourers live on estates, and work on monthly agreement, and 70,000 work as day labourers—the majority of these are Indians.

The Ordinances dealing with labour matters, which were enacted during the year, are as follows:—

(a) Ordinance No. 7 of 1938 introduces for the first time in this Colony legislation intended to promote and further the formation of employers' and employees' associations with a view to settling industrial disputes and other matters affecting the relations between employers and employees and the relation of employers and employees *inter se*.

(b) Ordinance No. 47 of 1938 brings the law on labour up to date and provides for a Labour Code in line with modern requirements, whilst doing away with former legislation on the matter which had become antiquated.

IX.—WAGES AND COST OF LIVING.

Labourers under monthly verbal contracts receive in cash Rs.10 per month, together with rations, lodgings, medical assistance. On estates, they have considerable facilities for and are encouraged in, rearing chickens, goats, milch cows. This small farming forms the most important source of supply in eggs, chickens and milk, through the medium of hawkers who act as intermediaries between the producers and the consumers.

In 1938, male labourers received during the slack season R.0.50-0.75 per day, females, R.0.30-0.40. When work was abundant, the daily rate of pay rose to Rs.1.25 or Rs.1.50 for males and R.0.50 to R.0.75 for females and "chocras". On the average for the year, the daily wages amounted to about R.0.70 for males and R.0.40 for females.

Remuneration for piecework being naturally very variable, oscillated between the same limits.

						Per acre.
						Rs.
Clearing land	...	...	...	...	...	20-40
Digging cane holes	...	...	...	...	...	18-20
Manuring	...	...	...	...	...	15
Weeding	...	...	...	...	...	8-10
Cutting canes (20 tons/acre)	...	...	...	...	...	12-16

The wages of artisans varied between Rs.1 and 2 per day. Those artisans paid by the month received Rs.30 to Rs.90 according to the nature of work.

The supply of domestic servants is generally abundant. Butlers, cooks, gardeners and other servants receive between Rs.10 and Rs.35 per month, with quarters generally.

Chauffeurs get on the average Rs.35 per month.

As regards salaries, conditions in 1938 have shown no appreciable change. The following indicate in broad outlines the ruling rates:—

	<i>Rs. per annum.</i>
Managers of sugar estates and senior Government officials	8,000–13,000
Government, bank and commercial clerks (higher grade)	4,000–7,000
Clerks and employees on sugar estates...	1,500–3,000
Junior clerks and employees	720–1,500

The demand for employment, coming from the educated classes, is at present out of proportion with the offer and the number of young men of education and promise who find themselves without work or have to content themselves with drudgery, is very large.

The cost of living in 1938 was practically the same as the year previous. Rice, the staple food of the population was indexed at 65 (100 in 1914). Other grains were about 80. Flour remained steady at 121. Oils and fats decreased from 64 to 61. Clothing oscillated between 110 and 111.

The quarterly weighted index for the total cost of living (28 items) in 1938 was as follows:—(100 being the index for 1914).

First quarter	99·2
Second quarter	96·8
Third quarter	97·6
Fourth quarter	99·0

The mean for the year was 98·1 as compared with 97·8 in 1937.

As regards the labouring classes, the following table indicates the purchasing power of wages in terms of rice since 1927:—

<i>Year.</i>	<i>Average daily wages of male labourer.</i>	<i>Average price of fair quality rice per lb.</i>	<i>Purchasing power of wages expressed in lb. of rice.</i>
	<i>Rs.</i>	<i>Rs.</i>	<i>lb.</i>
1927	1·25	0·13	9½
1928	1·25	0·10	12½
1929	1·00	0·10	10
1930	0·80	0·09	9
1931	0·75	0·08	9
1932	0·45	0·05½	8
1933	0·45	0·06	7½
1934	0·45	0·06	7½
1935	0·55	0·07	8
1936	0·55	0·06	9
1937	0·65	0·06	11
1938	0·70	0·06	12

The official index numbers do not take into consideration the improved standard of living since 1914; many items which did not exist then or were then considered as exceptional, have now become necessities of life. Consequently, the cost of living is generally higher than the official index would lead one to suppose.

X.—EDUCATION AND WELFARE INSTITUTIONS.

In the first half of the last century, it was enacted by an Order in Council that all the citizens in Mauritius could open schools for the purpose of providing education for "children of school-going age". The position was revised shortly after 1850 and a "Council of Education" became responsible for the educational policy in the Colony. The head of the Schools Department was a Superintendent or Chief Inspector. There were then primary schools which were under the direct control of Government and Church schools which received grants-in-aid out of public funds but were under the control of Managers appointed by the owners of these institutions. In 1899, an Ordinance enacted by the Governor with the advice and consent of the Legislative Council was passed to make better provision for education.

In 1932, in accordance with the recommendations of Commissioners appointed by the Secretary of State for the Colonies to enquire into the finances of the Colony, the Training College, the Technical School and the Trade School, which were branches of the Schools Department, were closed down in order to reduce the expenditure on education. With the same aim in view a policy of centralizing schools was also adopted.

The Education Ordinance was again revised in September, 1934, to introduce certain changes which it had been advisable to make in connection with the duties and powers of the Managers of aided primary schools. The regulations for the management of Government and aided primary schools as well as aided secondary schools which were embodied in the Education Code and which heretofore had been made by the Schools Committee were henceforth made by the Governor in Executive Council and the new law provided for the establishment of a Royal College Department and Schools Department.

Primary.—Though attendance at elementary schools is not compulsory, education is provided free for all the children of the Colony and by comparing numbers in attendance at official and private schools with the number of children of school-going age, it can be inferred that if education was made compulsory in Mauritius there would be no substantial increase in attendance. Every section of the population takes full advantage of the educational facilities and parents heartily co-operate with teachers to educate their children.

The following table shows the number of primary schools, the number of pupils on roll, and the staff of teachers during the year 1937-8.

<i>Schools.</i>	<i>No. of Institutions.</i>	<i>No. of Teachers.</i>	<i>No. of Pupils on roll.</i>	<i>No. of Pupils in average attendance.</i>
Government ...	51	400	15,345	11,115
Aided ...	75	682	24,607	17,453
Total ...	126	1,082	39,952	28,568

State-aided schools are under the control of individual Managers and the Government contribution includes the salaries of the teachers together with recurrent grants to meet part of the expenditure on maintenance of school buildings and furniture.

Pupils must be at least five years old and must have been successfully vaccinated in order to be allowed admission at a primary school; when they are under five they undergo a preliminary training before being admitted to the lowest form.

In addition to English, French and arithmetic, regular instruction is given to all pupils in hygiene, physical drill, Nature study or elementary biology and principles of agriculture and gardening. History and geography are optional subjects taught in the higher standards for the benefit of candidates wishing to sit for scholarship examinations. Religious instruction is given to every pupil by a minister of his religion, unless there is a written objection from the pupil's responsible party. The local vernacular which is a corrupted form of French, and even Indian dialects may be used as mediums of instruction in the elementary and middle forms of primary schools. In the higher classes the teaching is conducted in English, but the use of French and "vernaculars" is allowed whenever this is found to be necessary.

There are six primary school standards or classes, viz.:—

- Standard I with pupils on an average from 5 to 6 years of age.
- Standard II with pupils on an average from 6 to 7 years of age.
- Standard III with pupils on an average from 7 to 8 years of age.
- Standard IV with pupils on an average from 8 to 10 years of age.
- Standard V with pupils on an average from 9 to 11 years of age.
- Standard VI with pupils on an average from 10 to 12 years of age.

There are no fixed age limits for the different standards but no pupil may be entered on the attendance registers who is under five years of age, and no pupil may be retained on the registers after the annual examination which follows his or her fourteenth birthday, exception being made for pupils following the scholarship classes.

A regular annual examination in every primary school of the Colony is held for the pupils of Standards V and VI. The lower classes are examined by way of inspection. Experience has shown that the quality of the work put in, now that examinations have been restricted to the higher classes is of a higher standard than it used to be. Much, however, is left to be done in this line. A guide or "scheme of work" was recently introduced for the teaching in the lower classes and the results obtained seem to prove its general utility. The advantage gained by the primary schools through the methods of teaching thus introduced is positively proved by the work presented by the candidates at official examinations.

So far as primary education is concerned there is no difference between the provisions made for boys and girls. In the academic subjects of the curricula for the various forms, pupils of both sexes follow the same courses and while boys do gardening work, the girls follow needlework classes.

Apprenticeships are awarded annually to primary school pupils to encourage the study of needlework and handicraft but these are not, however, popular. The reasons for such unpopularity is often ascribed to the local aversion for manual work of any kind. Though it must be admitted that it has become traditional in Mauritius to regard office work as more "respectable" than manual work, it cannot be denied that artisans experience great difficulty in finding employment locally.

To allay the prejudice against manual work and to develop a class of well educated artisans, it is proposed to introduce manual training in primary schools under the form of practical agriculture, woodwork and metal work. It is hoped that it will thus be possible to eradicate the current heresy that manual work is synonymous with illiteracy.

Scholarships and exhibitions tenable at the secondary schools are awarded every year, through competitive examinations, to the best pupils attending primary schools. It is interesting to note that the majority of primary school scholars and exhibitioners take a real interest in their secondary school course.

There are gardens attached to primary schools in rural areas and they are cultivated by the elder pupils. These gardens are regularly inspected by officers of the Agricultural Department who give advice as to proper cultivation.

Secondary.—There are two categories of secondary schools viz.:—(1) Secondary aided schools, which are managed privately but are under Government control, and (2) the Royal College and the Royal College School which are managed by Government.

(1) *Secondary Aided Schools*.—Government grants to aided secondary schools are assessed with reference to attendance and efficiency, as tested by inspection and examination, and not, as in the case of primary schools, with reference to maintenance and salary charges.

The following table shows the number of institutions, the number of pupils on roll and in average attendance, and the staff of teachers during the year 1937-8.

<i>Schools.</i>	<i>No. of Institutions.</i>	<i>No. of Teachers.</i>	<i>No. of Pupils on roll.</i>	<i>No. of Pupils in average attendance.</i>
Aided	9	135	1,630	1,491

These institutions are classified into three grades and provide not only for elementary education such as is given in the primary schools, but also for education of such standard as may lead to the Cambridge School Certificate. They are attended by those pupils who fail to obtain admission at the Royal College or the Port Louis school.

The curriculum of studies includes the teaching of English, French, mathematics, needlework (for girls), hygiene, history and geography. In addition to these, drawing and music are taught on a more moderate scale.

There is no difference in the elementary departments of secondary schools between courses for boys and girls but in the higher forms, girls are decidedly at a disadvantage and such subjects as science, mathematics and classics are not taught on a large scale in girls' schools. Girls cannot reach a standard higher than that of the First School Certificate whereas boys can qualify for external degrees of the London University. The question of the higher education of girls is at present receiving the careful consideration of the Education Authorities.

Aided secondary schools are visited periodically by the Superintendent of Schools who also examines the lower forms with a view to assessing the quality of the teaching and the general efficiency of these institutions. Examinations conferring proficiency certificates are held in the middle and higher forms and are conducted by local examiners selected from the teaching staff of the Royal College and the inspecting staff of the schools department.

Working hours in both primary and secondary schools extend, as a general rule, from 10 a.m. to 3 p.m., no provision being made for evening classes.

(2) *Royal College*.—The Royal College is a Government school for the secondary and higher education of boys up to a standard equivalent to that of the Higher Certificate examinations conducted by Oxford and Cambridge Universities. It comprises two schools under the management of the Rector, the

Royal College proper in Curepipe and the Royal College School in Port Louis, where pupils who live in or near the capital are educated on the same lines as in Curepipe up to School Certificate standard. At the Royal College the teaching staff consists of the Rector, 12 Masters with degrees in Honours at British Universities, 11 Assistant Masters appointed locally, and a Physical Training and Gymnastic Instructor (who also attends once weekly at the school to take classes); and at the Royal College School, of the Headmaster, two Masters and 12 Assistant Masters. Assistant Masters are encouraged to take the B.A. and B.Sc. examinations of London University. The College has well-equipped libraries and chemical, physical, and biological laboratories; almost as many pupils follow classical as scientific studies. The subjects taught are English, French, mathematics, Latin, Greek, chemistry, physics, biology, geography and history; and classes are held during school hours in physical training and gymnastics. The pupils are drawn from all classes and races in the Colony, and range in age from 10 to 20 years. The fees are from Rs. 96 to Rs. 192 per annum, and pupils may travel at quarter rate on the Government railways. Admission to the Royal College is conditional upon passing an entrance examination or winning one of the 20 annual primary schools scholarships and exhibitions or one of the two secondary schools scholarships awarded annually, or one of the eight class scholarships and exhibitions, which are competed for annually, and are open to all boys in the Colony. Six further class scholarships and exhibitions are competed for annually by Royal College pupils. These 36 scholarships and exhibitions are tenable at the Royal College, and entitle the holders to free tuition, free railway travelling to and from College, and also to the purchase at half price of books and school requisites, for a period of three years except the primary schools awards, which carry these privileges for the whole period of the pupil's college education.

Two scholarships, one on the Classical and one on the Modern Side, of the present value of £1,100 each (with second-class passage to and from England), tenable for four or five years at a British University or any other approved place of education in the United Kingdom are also awarded annually. Besides the winners of these two scholarships a few boys whose parents can afford it go to England or France to study for a profession, usually Medicine or Law, and almost always return to Mauritius to practise. Of the remaining pupils the majority on leaving the College find employment in the island.

The boys receive a training in classical and scientific subjects. Specialization begins at the Entrance class, and the division into modern and classical sides becomes complete in the Upper Middle class. At the school, pupils may undergo commercial training in place of classics or science.

Classes are held between 9.30 a.m. and 3.30 p.m. on five days weekly. In addition to the ordinary classes there are Saturday extension classes where candidates for Pharmaceutical Diplomas and other public examinations are helped in their studies. The number of pupils on the roll of the Royal College in January, 1938, was 313, and of the school 190 (the number of College pupils on the roll in May 1938, after the publication of the School Certificate results, was 306). 100 pupils sat in December, 1937, for the Cambridge School Certificate, of whom 70 obtained certificates. In May, 1938, the number of pupils who had passed this examination and proceeded to the highest class of the College was 38.

Besides the regular physical training classes encouragement is given to rugby and association football, hockey, boxing and gymnastics and athletics, in which, although by no means all the boys join, the standard of proficiency is high. As the pupils are all day-boys it is difficult to obtain much support for other social activities, but a school magazine is published once yearly.

Welfare Institutions.

There are six Roman Catholic infirmaries for men and women and two orphanages for children under the management of Sisters of Mercy; there are also one orphanage for boys and one for girls under the management of the Church of England and a "home" for men and women under the management of the Church of Scotland.

The "Austin Home," established by Mr. A. J. Wilson in memory of his son, provides accommodation and subsistence for aged gentlefolk.

A Mohammedan orphanage was established in Port Louis in 1932 for the maintenance and education of orphans of that creed. Until 1937 this orphanage was entirely maintained by voluntary contributions but it now receives from public funds a capitation fee for the maintenance of each orphan.

There are no public Poor Law Institutions in the Colony but grants for the maintenance of aged and infirm paupers and orphans are paid to private institutions from public funds—these grants amounted to Rs.99,747.77 for the year 1938, for 1,382 persons.

Outdoor relief is granted to destitute persons whose relatives are unable to support them.

Such relief is usually of a temporary nature only and is regarded as "part relief"—persons requiring "full relief" generally being sent to an Institution.

The number of persons so relieved in 1938 was 14,103 and the amount disbursed to them was Rs.496,617.14.

The administration of relief—both indoor and outdoor is carried out by the Poor Law Commissioner who is assisted by a staff of Medical Officers, Poor Law Officers and Visiting Officers.

All institutions in which paupers or orphans are maintained are frequently inspected by officers of the Department and all applications for relief are investigated and scrutinized by the Department before relief is given.

The Poor Law Commissioner also has under his immediate control a clothing department and a laundry where 50 and 24 women respectively are employed. These women, although not all of them are entirely destitute, are all in need of assistance to maintain themselves and their families.

The clothing department supplies uniforms for a number of Government Departments and also clothing for hospital patients while the laundry does all the washing for four Government hospitals.

Relief is also provided for paupers by the Poor Law Department by way of free housing accommodation at Bell Village—a model village on the outskirts of Port Louis where there are cottages of various types and sizes available at a low rental for the poorer classes.

There are also a number of private organizations devoted to the relief of poverty—among which may be mentioned the Société de St. Vincent de Paul, the Société Française d'Assistance, the Semaine de Bonté and the Oeuvre des Malades Pauvres.

The Child Welfare Committee and the Oeuvre Pasteur de la Goutte de Lait, which receive Government grants, deal especially with expectant and nursing mothers and their babies.

The amount of devoted work performed by private persons in the cause of charity and the large amounts of money subscribed for charity are a notable feature of the social life of the Colony.

Recreation, Music, Art and Drama.

Association football is the most popular form of sport. Golf, tennis, cricket, hockey and rugby football are played mostly by the wealthier classes.

The Mauritius Turf Club, founded by Colonel Edward A. Draper in 1812, and the Mauritius Jockey Club, which first ran horses in 1906, hold race meetings from May to October, at the Champ de Mars in Port Louis and at Floreal in the district of Plaines Wilhems. The large gathering of Indians in bright attire at the former place on the last Saturday of August, called "The Race Saturday," is a striking sight.

Regattas are held by the yacht clubs of Mahebourg and Tombeau Bay generally on Empire Day, in August, and in December.

Fly and devon fishing, in rivers, for a sort of perch *Kuhlia rupestris* (Lacp.) called "Carpe" locally; and trailing for sail and sword fish and other big game, out at sea, with heavier rods, afford excellent sport especially from October to January.

The "chasse," or the shooting of deer, is a favourite sport in Mauritius. The season is from June to the beginning of September, and strangers of mark visiting the island at this period are always treated to chasses, some of which, like those given to His Royal Highness the Duke of Edinburgh by Messrs. Currie and Pitot in 1871, to His Royal Highness the Duke of Cornwall and York (later King George the Fifth) by Mr. Leopold Antelme in 1901 and to His Royal Highness the Duke of York (now King George the Sixth) by Mr. Georges Antelme in 1927, are the occasion of splendid fetes.

There are several flourishing companies of Girl Guides and Brownies, the latter known locally as Blue Birds. The Boy Scouts movement is becoming very popular and there are several companies of Scouts and Cubs. A Sea Scout company was organized in 1937.

There is not much chance of encouragement for any of the Arts. Music is fostered principally by the parish churches and amateur singers, who sometimes give concerts. A theatrical company from France came over this year and gave performances in the towns of Port Louis and Rose Hill, which were greatly appreciated by the public. The company was assisted financially by the Municipality of Port Louis and the Township Boards. There are also cinema halls in every important village where excellent films are exhibited soon after their appearance in Europe and in India. Censorship is exercised.

The Christian Brothers also provide musical training, and apart from the police band which consists of a bandmaster and 30 bandsmen, a band styled the "Alliance Musicale" and comprising about 25 units was established in 1933. The Chinese have their own theatre in the town, to which companies come from China when conditions are prosperous. The African Creoles are very fond of music and can pick up a tune in an amazingly short time.

The Municipality of Port Louis has instituted a drawing class, practically the only encouragement to local talent now that the post of drawing master has been abolished at the Royal College.

Scientific Societies, Museums and Libraries.

The Mauritius Institute was founded in 1900 (Ordinance No. 37 of 1900) to promote the intellectual advancement of the Colony and installed in a specially erected building whose first stone was laid by Sir George Bowen on 23rd November, 1880. The Natural History Collections bequeathed to the Colony by Julien Desjardins were transferred to it in 1885. The Institute

is governed by a Board of Directors appointed annually by His Excellency the Governor. It is open to the public daily, except on Sundays and Public Holidays, admission free, from 10 a.m. to 4 p.m. and is visited during the course of the year by more than 25,000 people.

The Institute now comprises—

(a) *The Museum Desjardins*.—For the purpose of technical organization the Museum is divided into a number of sections each of which is in charge of a voluntary helper or a member of the Board of Directors. Since the report of the Museum Reorganization Committee was published in 1928, the collections have been radically overhauled and every effort is being made to assemble as complete material as possible of the fauna and flora of the Mascarene Islands and the surrounding ocean. In arranging the exhibits their economic and ecological significance is being carefully considered.

There are now on view advanced collections of Crustacea, Echinodermata and Mollusca both land and marines. The sea-urchins have recently been enriched by the acquisition of two superb specimens of the beautiful and rare *Chondrocidaris gigantea*. The Mascarene shells include some recently described new species. A collection of tropical fish, many painted in their natural colours is also of noteworthy interest.

In the avian section there are two skeletons of the Dodo and one of the Solitaire as well as a complete collection of the endemic birds of Mauritius including the extinct Dutch pigeon *Alectroenas nitidissima*.

A special show case is devoted to the fauna of Round Island, a small islet 12 miles north of Mauritius.

The Botanical Section includes a herbarium of over 2,000 sheets of specimens from Mauritius, Rodrigues and some of the small Indian Ocean islands. Native and exotic timber specimens are displayed and a special section is devoted to diseases and pests of economic plants.

The Museum publishes a Bulletin from time to time containing original papers on the fauna and flora of the Mascarenes. Copies may be obtained on application to the Librarian and Curator.

(b) *An Art Gallery* of some 60 paintings of which 47 were offered by Mr. Edgar de Rocheoust in 1921-2.

(c) *A Public Library* of about 22,000 volumes classified according to the Dewey system, which is increasing at an annual rate of about 300 books. The Library also receives over 50 English and French periodicals. Books may be borrowed from the library under certain conditions.

(d) *The following incorporated scientific bodies.*—The Société Médicale de l'Ile Maurice including among its members most of the medical practitioners of the Colony; the Société des Chimistes, a technical body of the local sugar industry, reckoning over 120 members and studying questions of technique concerning the growing of sugar-cane and the manufacture of cane sugar; the Royal Society of Arts and Sciences. This Society, which was founded in 1829 under the title of Société d'Histoire Naturelle, was honoured with a Royal Charter in 1846. Its activities extend to most branches of natural history, science and art. Lectures are delivered by its members, now numbering 60, and also by visitors of mark under its auspices. Its valuable library has been transferred to the Institute.

Apart from the public Art Gallery at the Institute, many pictures from celebrated painters are privately owned, together with artistic collections of old china, glassware, lace, bronze and marble figures from the best artists including the Mauritian sculptor Prosper d'Epinau.

There is also a museum of naval relics, located in a building on the premises of Government House. Most of the exhibits were reclaimed by the Honourable H. C. M. Austen, C.B.E., from the wreck of battleships sunk in Mahebourg Harbour in 1810.

On the initiative of Lady Clifford the creation of a historical museum has been started in the top floor of Government House, Port Louis.

This museum already contains certain pieces of furniture having belonged to Mahe de Labourdonnais. The Mauritius Institute has loaned all their objects of a historical or educational character to that museum and members of the public have made gifts and loans of interesting articles.

Artistic photography and fine millinery and embroidery are also produced.

In addition to the Institute Library there are, at Port Louis, the Municipal, the Police and the Union Catholique libraries; and at Curepipe, the Carnegie Library.

XI.—COMMUNICATIONS AND TRANSPORT.

Roads and Road Transport.

The Colony is well served with 500 miles of main roads maintained by Government and 192 miles of branch roads maintained by District Boards up to the 30th June, 1938. As from 1st July, 1938, Branch Road Boards have been abolished and the powers hitherto vested in, and the duties hitherto assigned

to such Boards, have been transferred to Government. All roads are metalled and 177 miles of the main roads have been covered with bitumen.

The excellent roads of Mauritius are a source of constant surprise and admiration to all visitors to the Colony who are in a position to draw comparisons between Mauritius and other outlying parts of the Empire. All the principal roads are tarred and systematic steps are taken every year by the local authorities to have them widened, graded and improved by reducing dangerous curves so that the numerous places of beauty and interest in the Colony can be reached quickly and in comfort by tourists and visitors.

At the end of the year there were 3,063 motor vehicles in use classified as follows:—

Private cars	...	...	...	1,833
Lorries	...	...	...	442
Taxi-cars	...	...	...	422
Motor cycles	...	...	...	230
Omnibuses	...	...	...	136

Importation of motor vehicles during the year totalled 38 of which 303 were British-made.

Taxi-cars for hire in Port Louis and in the principal towns are of modern type and are kept in excellent condition as regards safety and cleanliness and the charges for hire are reasonable—viz., R.0.20 cs. per mile for short distances and special rates for long journeys or by the day. There is an excellent bus service on the 15 miles of main roads from Port Louis to Curepipe and many subsidiary lines of less importance which radiate from the main system to every town and village in the Colony. The fares vary from 2 to 5 cents per mile and buses on the principal routes are well patronized and maintained in good condition for the safety and comfort of passengers. The retail price of petrol is normally Rs.12.00 per eight-gallon case, which is equivalent to about 2s. 2d. per gallon.

The annual tax payable in respect of motor vehicles is Rs.1 per horse-power in respect of motor cycles and Rs.5 per horse-power in respect of other classes of vehicles. Lorries pay an additional tax of Rs.40 per ton gross weight and motor buses a licence duty varying from Rs.200 to Rs.500 per annum in accordance with seating capacity. Motor lorries plying for hire pay a further licence of Rs.200 per annum. Motor cars pay a licence duty of Rs.60 per annum and the cost of a driving licence Rs.5 a year.

Cars of visitors are subject to a tax at the rate of Rs.10 a month.

Railways.

The Mauritius Government Railways comprise $110\frac{3}{4}$ miles of main line with $45\frac{3}{4}$ miles of sidings and station lay-outs of British standard 4 ft. $8\frac{1}{2}$ in. gauge, and $13\frac{3}{4}$ miles of 75-cm. gauge track known as the Bois Cheri Light Railway. The exceptional heavy gradients much of it being 1 in 26, makes the operation of the railways exceptional, restricting speed of the passenger service and limiting the weight of goods trains.

From the terminal at Port Louis, the most important section, the Midland Line rises to 1,800 ft. on its way to Mahebourg, the old port on the south-east coast of the island, $35\frac{1}{4}$ miles distant. A branch, 11 miles long, from this line, Rose Belle serves the fishing hamlet of Souillac. The North Line, $33\frac{1}{2}$ miles long, is fairly level and runs from Port Louis passing through the coastal districts to the little village of Grand River South-East, on the east coast. The Moka Branch from Rose Hill, on the Midland Line, 950 ft. above sea-level to Montagne Blanche, is $14\frac{3}{4}$ miles long and rises on this length to 1,500 ft. Tamarin and the Black River district are served by a branch off the Midland Line at Richelieu, $12\frac{1}{4}$ miles long, for goods traffic only. The Montagne Longue branch from Terre Rouge on the North Line, is $3\frac{1}{2}$ miles long, and in common with the Black River Line has no heavy gradients.

Particulars of revenue and expenditure for six years are given below:—

REVENUE.

	1932-33.	1933-34.	1934-35.	1935-36.	1936-37.	1937-38.	Increase or Decrease of 1937-38 over 1936-37. Rs.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
Passengers	419,181	524,818	510,728	466,307	433,446	416,479	- 16,967
Parcels	62,163	65,776	61,019	63,515	59,954	59,235	- 719
General goods	1,174,046	1,255,729	928,850	1,288,120	1,375,022	1,424,877	+ 49,855
Road traffic (railway lorries)	—	—	—	400	7,548	57,012	+ 49,464
Miscellaneous	57,412	53,809	52,102	52,886	59,556	59,017	+ 8,461
Net revenue	63,554	36,738	43,809	47,204	32,187	23,215	- 8,972
Total	1,776,356	1,936,870	1,596,508	1,918,432	1,958,713	2,039,835	+ 81,122
Goods tonnage	362,642	385,541	279,646	422,811	454,622	487,292	—

EXPENDITURE.

	1932-33.	1933-34.	1934-35.	1935-36.	1936-37.	1937-38.	Increase or Decrease of 1937-38 over 1936-37. Rs.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
Working expenditure including renewals.	1,516,631	1,606,730	1,808,354	1,877,048	1,896,216	1,943,636	+ 47,420
Not revenue expenditure	260,955	100,308	233,015	218,917	207,415	180,686	- 26,729
Total	1,777,586	1,707,038	2,041,369	2,095,965	2,103,631	2,124,322	+ 20,691
Capital expenditure	304	—	—	11,004	—	—	- 11,004

All previous records were again broken in 1937 by the sugar crop reaching a total of 313,820 tons.

Of the total quantity of sugar produced in the Colony, 1,630 tons or 4.02 per cent. were carried otherwise than by the railway Department, i.e., by road or by sea.

The increased size and speed of buses as well as the use of minimal taxis has again reduced the normal passenger revenue of the railway by about Rs.3,000.

The fleet of railway lorries consists of four 6-ton lorries and trailers and three 3-ton lorries.

The revenue accruing to the railway from the transport of sugar and general goods to and from the factories and for the transport of Government goods by railway lorries amounted to Rs.57,012 and represents 34,534 tons of traffic, and the transport of all Government goods is now undertaken by the Railway Department either by road or by rail. After paying all expenses including 12½ per cent. on the earnings of the contractor, the gross profit from railway lorries (excluding depreciation) amounted to Rs.26,032 as compared with Rs.7,548 earned during the previous year.

Tramways.

In 1938, 1,755 kilometres of rail were in use on estates. There were 216 locomotives and about 8,000 trucks. Farm tractors numbered 68 and motor-lorries 117.

Posts, Telegraphs and Wireless.

The usual facilities in regard to correspondence, parcels and remittances are available. Of the 57 offices and postal agencies, 3 are telegraph offices. With the exception of a few outposts in outlying localities, the offices are on the railway lines. The outlying offices and localities far from the railway stations are served by postmen on bicycles or by motor mail contractors.

There is a regular monthly service from Rodrigues, the largest dependency of Mauritius, by K.P.M. steamers; the service to Rodrigues is every two months. A connection is made every four months with the other dependencies; communications by other sailings are also available.

Mails to and from Europe are carried regularly twice every month by the French Messageries Maritimes steamers and twice in transit through South Africa by the Dutch K.P.M. steamers. Irregular sailings by Clan Line and Union-Castle Line steamers are also available.

Mails between Mauritius and India, Ceylon, the Far East and Australia are despatched by the Messageries Maritimes steamers via Dar-es-Salaam or Aden, or by K.P.M. and other steamers via Durban.

The average time taken for the transmission of first-class mail by air transport and ship to and from England by the M.M. steamers via Dar-es-Salaam is 18 days, and by the Dutch K.P.M. steamers via South Africa 15 days. It takes about 32 days by the former route and between 26 and 50 days by the latter route for second-class mail. First-class mail is also despatched to Europe via Tananarive and Batavia by air transport and ship. The average time of transmission is 18 and 25 days respectively.

Parcel mails from Great Britain are only received by the Cape route when direct despatch is not available. The other route is via Marseilles. Parcels for continental Europe are as a rule received by the latter route.

Remittances are made by both money-orders and postal orders. There are direct exchanges with the United Kingdom, South Africa, India, Ceylon, Aden, Seychelles, Hong Kong and Australia. Remittances to almost any place may be made through these offices. Remittances by telegraph may be made to the United Kingdom, South Africa, India, Seychelles and Rodrigues.

The telephone service is owned and managed by Government. The headquarters are in Port Louis with which the rural districts are connected.

Overseas telecommunications is maintained by Cable and Wireless, Limited, whose local station is in Port Louis. Cablegrams to and from rural telegraph offices are transmitted on the Government telegraph lines. Rodrigues is communicated to Mauritius by that Company's cable system.

Communication with the outside world is also provided by a Government wireless station. The station can transmit within a limited range to ships. There is also a service with Reunion Island. The station has a 24-hour watch. Radio-telegrams are received for transmission at every telegraph office. During the cyclonic season, from the 11th November to the 15th May the station transmits to all ships and stations within its range at 08.45 G.M.T. daily a detailed weather report including observations made at Reunion, Rodrigues, Seychelles and Durban. A fairly large number of weather reports are intercepted from ships at sea and sent to the Director of the Observatory. When a cyclone is in the vicinity, the Government tug *Maurice* stationed in the harbour, is manned and inland weather reports are transmitted by wireless telegraphy from the tug to all vessels in the port for the guidance of their masters. The wireless apparatus in the *Maurice* also acts as a stand-by in the event of an accident to the aerial system of the Rose Belle wireless station. The Rose Belle station is provided with a modern valve set in conformity with the Telecommunication Convention. The range of the station is 1,000 miles.

Harbour.

Port Louis, the capital of the Colony, lies on the north-west coast of the island, and provides a safe and convenient harbour for ocean-going ships. Grand Port Harbour on the south coast is very much larger and deeper, though more exposed to the prevalent winds, and, being nearly 40 miles distant from the capital, is seldom used. A wide break in the ring of coral reefs that surround the island, caused by the meeting of several rivers and streams, the Lataniers, La Paix, Le Pouce and Creole, has created a natural entrance channel into Port Louis Harbour. The harbour has now been dredged so as to provide deep-water accommodation for 9 ships lying at open berths and drawing from 24 to 31 feet of water. The widening and deepening by dredging of the berths and channel by Government plant are in continuous progress. The harbour is flanked on the north by Fort George, a military post, and on the south by Fort William, now abandoned. The mountain peaks in the range behind Port Louis are named: Pouce, 2,661 feet, and Pieter Both, 2,690 feet, and are guiding beacons to ships by day. The lighthouses at Flat Island, the Colony's quarantine station, 6 miles north of Mauritius, and Caves Point, 5 miles south of Port Louis on the cliff's edge, and the gas buoy to the north of the outer entrance, direct ships approaching the port by night. A tide gauge has been in operation for 6 years. The maximum rise of tide at ordinary springs is 3 feet. At ordinary neap tides, the rise is seldom more than 2 or 3 inches.

In 1930 the Government completed the construction of a deep-water quay, 500 feet long with 32 feet of water alongside. This quay is capable of discharging about 100,000 tons of cargo per annum, though actually only about 45,000 tons, chiefly petroleum products, railway coal and sleepers, etc., are discharged by Government annually at the quay.

Another quay, 300 feet long with 15 feet of water alongside but capable of providing 25 feet, has also been built for the landing of cattle. So far this quay has been used mainly by small vessels discharging guano and salt fish from the dependencies.

The Government of Mauritius is the Harbour Authority. The Government has from time to time sold or leased to two lighterage companies various areas of land bordering the harbour. These two companies, the New Mauritius Dock Co. Ltd. and the Albion Dock Co. Ltd., own between them 93 lighters of a total capacity of 2,645 tons, with the necessary tugs, and *inter alia* undertake the storage and lighterage of all the sugar produced in the island. The British India Steam Navigation Co. Ltd. also own 31 lighters and two tugs. This company mainly

handles grain from the east, though the discharge of general cargo is fairly evenly shared between the British India Company and the two other dock companies.

A Government granary, capable of storing 300,000 bags of rice, was put into commission in 1932 mainly as a protection against the spread of plague in the Colony. The average monthly stock in the granary is about 200,000 bags, but a total of 414,000 bags have been stored under exceptional circumstances in 1937.

Shipping.

There are three lines of passenger steamers connecting Mauritius with the United Kingdom.

The Messageries Maritimes steamers perform the service between Marseilles and Mauritius and give a three weekly service for four months of the year and a fortnightly service for the remainder of the year; the time taken over the voyage varies between four and five weeks, on an average, including a stay of about a week in Reunion either on the outward or the homeward voyage.

Vessels of the K.P.M. (Dutch Line) leave Mauritius monthly for Durban and Cape Ports, connecting with the Union-Castle Line steamers from the United Kingdom, and once a month for Mombasa.

Vessels also leave Durban once a month direct for Mauritius a 4-day voyage.

In 1938, the K.P.M. Company introduced three new motor vessels on the Java-Mauritius-Africa Line; these vessels have a gross tonnage of about 16,000 and a speed of about 17½ knots. The voyage to England via K.P.M. and Union-Castle Lines averages 30 days. The same voyage by the Messageries Maritimes Line via Marseilles takes from 31 to 36 days. The outward voyage via the Cape can be done in 3 weeks.

Vessels of the Bullard King Company call occasionally, from the United Kingdom, via Durban and Cape ports with tourists.

During the sugar shipping season, from October to March, cheap passages to the United Kingdom may be secured, the voyage averaging 40 days.

Fares from Mauritius to England vary as follows:—

- (i) per Messageries Maritimes steamers from £32 to £76;
- (ii) per Union Castle Intermediate steamers from £40 to £92;
- (iii) per K.P.M., with transhipment at Durban from £44 and £48 to £92 and £117;
- (iv) per Bullard King & Coy's steamers from £53 to £59 according to classes and types of steamers.

Government servants are allowed a rebate of from 15 to 20 per cent. by all the above companies.

A free ticket from Marseilles to London is granted by the Messageries Maritimes Company to Government servants.

The number of vessels and total tonnage entering and leaving the port during the past three years were as follows:—

Inwards.

		1936.		1937.		1938.	
		No.	Tons.	No.	Tons.	No.	Tons.
Foreign	{ Steamers ...	206	641,150	205	633,927	207	782,650
	{ Sailing ships	1	88	1	88	—	—
	Totals	207	641,238	206	634,015	207	782,650
Coasting	{ Steamers ...	11	9,045	13	5,811	7	5,529
	{ Sailing ships	14	1,465	9	423	15	959
	Totals	25	10,510	22	6,234	22	6,488

Outwards.

		1936.		1937.		1938.	
		No.	Tons.	No.	Tons.	No.	Tons.
Foreign	{ Steamers ...	205	645,315	203	635,170	210	788,622
	{ Sailing ships	1	88	1	88	—	—
	Totals	206	645,403	204	635,258	210	788,622
Coasting	{ Steamers ...	12	9,924	13	5,187	7	5,529
	{ Sailing ships	14	1,465	9	423	15	967
	Totals	26	11,389	22	5,610	22	6,496

XII.—PUBLIC WORKS.

The Public Works Department is responsible for all Government buildings, the sewerage of Port Louis, roads and bridges, the survey of Crown lands, water supplies and State irrigation.

Buildings.—Some of these, such as a time-ball tower in the Port Office, are of historical interest, dating from the time of the French Governor, Mahé de Labourdonnais, in 1740. The Government House in Port Louis was then in project and was built between 1740 and 1767. Apart from the addition of a second storey, it now stands exactly as it was originally constructed. It contains the Governor's offices, in which are to be found the table on which the instrument of capitulation of the island was signed in 1810, a throne room, a council room, the council offices, a library and quarters for the Governor and officials. The former and present residences of the Governors at "Mon Plaisir," Pamplémousses, and "Le Reduit," Moka,

respectively, also date back to the French occupation. The value of the Government buildings is approximately 15 million rupees.

There are in the island one mental and eight general hospitals and one leper asylum. An old hospital, the Grand River North-West Hospital, built in 1769 for seamen, is used when necessary as a quarantine station for plague.

Damage is caused to a considerable extent by white ants which are particularly active in the low-lying districts of the island. An experiment is now being made in Mauritius by Mr. D. Ignace, the Representative of Messrs. Thomas Cowan & Co. of Hong Kong, with a view to testing the efficacy of his treatment for the destruction of white ants.

Severe cyclones, which happily are not frequent, are responsible for a good deal of damage to water works, roads and buildings.

Sewerage Works of Port Louis.—The sewerage works were begun in 1900. In 1922, the scheme was revised by Messrs. Mansergh & Sons, and the works have been carried out on the lines of their report. The construction works being now practically completed, present activities are concentrated on house service connections, and a large portion of the town of Port Louis now has the water carriage system.

Bridges.—There exists 335 bridges on main and branch roads, the longest having spans of 150 feet. Only a few timber bridges remain and these are being gradually replaced by ferro-concrete structures for double line of traffic and heavy loading.

Water Works.—The water supply of the town of Port Louis is obtained from Grand River North-West at a distance of about 4 miles from the town at a level of 250 feet. This supply was handed over by the Municipality to the Public Works Department in 1922. The water is passed through sand filters and chlorinated. The capacity of the main leading to the filters is 5 million gallons a day. The water is distributed to the town from two covered service reservoirs of a total capacity of two million gallons. The revenue is approximately Rs.60,000 and goes to the Municipality of Port Louis.

The water supply of Plaine Wilhems and of part of Moka and Black River districts is obtained from a storage reservoir called the Mare-aux-Vacoas, at an altitude of 1,825 feet. The capacity of the reservoir is now, after the raising of the dam, 1,641 million gallons. The catchment ground is entirely protected by forest lands. The whole of this water supply is filtered through sand filters at "La Marie," about two miles below the reservoir, whence the supply to the town of Curepipe is pumped by hydraulic power, the supply to the other towns being effected by gravity. The water is distributed from six

covered service reservoirs situated in the various zones of supply, their aggregate capacity being $5\frac{1}{2}$ million gallons. The population served by this supply is approximately 120,000 and the average daily consumption $4\frac{1}{2}$ million gallons.

The Mare-aux-Vacoas water supply has been extended to the town of Port Louis. The supply is limited to 900,000 gallons per day. The water is chlorinated after filtration and the revenue is approximately Rs.156,000.

The water supply to the villages and hamlets in the other districts comes from 27 different springs or streams. These supplies are not filtered but they are generally protected in their catchment areas by reserves of forest. The population depending on these various supplies is about 200,000 and is comprised mostly of the poorer classes. A large proportion of the daily consumption is distributed by means of public fountains. The revenue is approximately Rs.90,000 and goes to the District Boards.

Irrigation Works.—There are no works in progress at present. The works executed up to now provide for the irrigation of about 2,500 acres under sugar cane and tobacco plantations in the district of Black River from La Ferme Reservoir, and for a few hundred acres in the district of Pamplemousses from La Nicoliere Reservoir.

The question of developing the irrigation scheme in Mauritius has been revived and Mr. Hutchinson of the Irrigation Department of India visited the island in June with a view to exploring the possibilities of successful irrigation. The question is, however, still under consideration.

XIII.—JUSTICE, POLICE, AND PRISONS.

Justice.

The Supreme Court, which sits in the Capital, Port Louis, consists of one Chief Judge and two Puisne Judges. It has jurisdiction in civil and criminal matters and also as a Court of Admiralty; it also decides appeals from the Supreme Court of Seychelles, the Judge in Bankruptcy, the Master and Registrar and the inferior Courts of Mauritius.

In 1938, the Supreme Court dealt with 249 civil cases out of 301 entered before or during the year 1938. In the course of the same year, twenty-six persons were brought before this Court and tried on criminal charges, eighteen of them being convicted to various terms of imprisonment, two sentenced to death, one released upon furnishing recognisance and one remanded to the next Session.

Criminal cases are tried by a Judge and a Jury. Civil actions in which the sum involved does not exceed Rs.3,000, matrimonial causes and bankruptcy matters are heard by one

Judge. Civil actions in respect of claims over Rs.3,000 are heard by two Judges. Where, however, the magnitude of the interests at stake or the importance of the questions of fact or law involved make it desirable, a case is heard by three Judges. The full Bench of three Judges sit on a *proprio motu* decision of the Judges or on motion by interested parties.

There is a Bankruptcy Division presided over by one of the Judges of the Supreme Court or by the Master and Registrar sitting as Judge in Bankruptcy.

In 1938, trade conditions remained unfavourable and 67 cases were entered before the Bankruptcy Court. Of these 59 were actually heard. Twelve traders were adjudged bankrupt and two absconded.

The total liabilities appearing on the balance sheets produced in Court amounted to Rs.138,813.23.

After enquiry in open Court, six traders who had committed offences against the Bankruptcy Laws, were, on the recommendation of the Accountant in Bankruptcy, referred by the presiding Judge to the Procureur General for prosecution. They were either fined or sentenced to terms of imprisonment varying from seven days to six months.

It is noticeable that very nearly 50 per cent. of the traders against whom bankruptcy proceedings were entered are Chinese. The apparent reason for this is that the retail trade of the island is almost entirely in the hands of that section of the population.

Magistrates.—There is a Magistrates Court in each of the nine Districts, the Courts in Port Louis and in Plaines Wilhems each sitting in two divisions.

The jurisdiction of a Magistrate sitting alone is limited:—

- (a) in civil cases, to actions wherein the sum of money or matters in dispute, do not exceed Rs.1,000 in value;
- (b) in criminal matters, to offences for whose punishment the penal and other laws of the Colony provide imprisonment with or without hard labour not exceeding one year or a fine not exceeding Rs.1,000 (except in particular cases expressly provided for in any special enactment).

Certain offences not triable by a Magistrate sitting alone, and at the request of the Procureur-General whenever he may consider it expedient to do so, nearly all offences triable by a Magistrate sitting alone, are tried by a Bench of three Magistrates, whose jurisdiction is made to extend to the imposition of penal servitude not exceeding 3 years and a fine not exceeding Rs.3,000.

An appeal lies of right to the Supreme Court within the limits stated above, both in fact and law, the several modes of reviewing the decisions being the same as in English Law. There is no system similar to the French Assistance Judiciaire but facilities are given to very poor litigants, both before the Supreme and the Inferior Courts to obtain leave to sue in *forma pauperis*. In supreme Court cases, counsel are ever ready to accept a pauper brief at the request of the Chief Judge, while in Assize cases counsel is always appointed without fee, for undefended prisoners. The Dependencies are visited periodically by a Magistrate.

The Dependency of Rodrigues is administered by a Magistrate who has the same jurisdiction in Rodrigues as a District Magistrate in Mauritius and whose duties are to a considerable extent administrative.

The Magistrates heard 6,524 civil cases and 11,107 ordinary criminal cases and petty offences, and held:—

181 coroners' inquests;

33 preliminary enquiries into crimes and serious misdemeanours.

Police.

Organization.—The Mauritius Police Force has an establishment of 21 Gazetted Officers and 596 other ranks most of whom are locally-born, and there are at present only 9 members classified as "Home-born" serving in the Force. The majority of the latter are officers posted from England or transferred from other Colonial forces.

As a result of increased responsibility in the maintenance of internal order the Department has been reorganized and is gradually being converted into a semi-military Force. A large proportion of the strength has been trained in the use of arms and there is also a Gas section, in consequence of which a certain number of the personnel have been taught the use of gas masks. In addition to the above and owing to the introduction of local wireless communication a unit of selected details has been trained in the use of wireless telegraphy. Each District is now provided with sections of armed police which may be mobilized at short notice.

The establishment is divided into Headquarters Staff, District Police, Criminal Investigation Branch, Revenue and Motor Vehicle Control Branch, Fisheries Branch, Clerical Branch, Training School, Harbour Police, Railway Police, Rodrigues Police and the Police Band.

Police Headquarters is situated at Line Barracks, Port Louis, and the District Police are distributed in 55 Stations of varying size and importance.

Crime.—The total number of offences of all kinds reported to the police during the year 1938 was 24,351 which shows an increase on the figure for 1937 which was 23,052 and also on the average of 23,751 for the past three years.

More than half of these offences are of a minor character or refer to statutory and revenue contraventions.

The more serious offences are classified as follows:—

Offences against the person ...	...	11,120 in 1938
Offences against the person ...	...	10,348 in 1937
Offences against property ...	...	3,510 in 1938
Offences against property ...	...	3,713 in 1937

The number of persons prosecuted in connexion with these 24,351 offences was 8,969 of whom 7,949 were convicted, 514 otherwise disposed of and 506 pending trial at the end of the year.

Corresponding figures for the previous year were 8,310 persons prosecuted, 7,354 convicted, 591 otherwise disposed of and 365 pending trial at the end of the year.

Prisons.

Organisation.—The Mauritius Prisons Department has an establishment of four Gazetted Officers, who are appointed from England, and 108 other ranks recruited locally.

The Department is placed under the charge of the Commissioner of Police, who holds the appointment of Superintendent of Prisons, and is responsible for the management and control of the two penal institutions of the Colony, Port Louis and Beau Bassin Prisons.

Port Louis Prison provides separate cell accommodation for 154 male prisoners, association cells for 40 women in a special block, and contains the offices of the Department and quarters for two chief officers and two matrons.

Every male convicted prisoner is sent to this prison and on admission is classified as (1) adult felon, (2) adult hard labour, (3) adult misdemeanant, (4) juvenile felon or hard labour, (5) juvenile misdemeanant, or (6) special.

Felons are prisoners sentenced to penal servitude and misdemeanants are those sentenced to imprisonment without hard labour or for failing to pay fines.

Groups (1), (2) and (4) are subdivided into first offenders and recidivists.

Prisoners classified in group (1) and recidivists of group (2) sentenced to 14 days and upwards normally serve their sentence at Beau Bassin which contains 756 separate cells for males only while all misdemeanants, special class and well-conducted adults and juvenile first offenders are accommodated at Port Louis.

Debtors, women and waiting trial prisoners are also given separate accommodation at Port Louis Prison.

Labour.—Hard labour consists of quarrying, stone breaking, cutting firewood, and agricultural work outside the prisons, and tailoring, boot, sail and mattress making, tin-smith work and black-smithing, carpentry and cabinet-making, blind, mat and basket making and baking inside the prison's workshop.

Population.—The number of persons admitted to Port Louis Prison during the year was 2,824, which is 265 more than in the previous year and 41 less than the average for the preceding five years. Of the 2,824 persons, 1,568 were convicted, of whom 1,050 were sentenced to imprisonment for one month or less. The convicted prisoners comprised 1,514 men and 54 women. The daily average population was 412.29 compared with 419.82 in 1937 and the number of persons in prison on 31st December, 1938, was 401 compared with 363 in 1937 and 379 in 1936.

Of the 401 persons in prison 389 were serving sentences and comprised 381 men and 8 women.

The number of persons who served sentences of imprisonment in lieu of paying fines was 672 including 19 women.

Health.—There were nine deaths in hospital as compared with ten in the preceding year.

Industrial School.

The Barkly Industrial School for boys is an institution for the training of juvenile offenders and vagrants, boys living in criminal surroundings, and those who cannot be controlled at home or in orphanages, etc.

The school is under the supervision of the Commissioner of Police and has a resident staff of one chief officer and 12 instructors and assistants. It occupies a group of buildings formerly used as a hospital and comprises large grounds which are fully cultivated as gardens, etc.

The number of boys in the school at the end of the year was 143, compared with 118 in 1937 and 91 in 1936. The number of admissions was 55 and discharges 30 for the whole year.

A visiting committee, established by law, looks after the general welfare of the inmates of the school and exercises a beneficent influence on the institution. The committee concerns itself especially with the difficult question of the employment of adult boys on discharge and the problem of after care of juveniles.

XIV.—LEGISLATION.

Fifty-two Ordinances were passed by the Council of Government and assented to by the Governor between the 3rd of May and 31st of December, 1938.

The majority of these Ordinances deals with matters of domestic concern amongst which the following are of considerable importance.

Law and Order.—(i) Ordinance No. 8 of 1938 amends Ordinance No. 22 of 1874 and gives to the Governor additional powers of supervision over the affairs of Friendly Societies.

(ii) Ordinance No. 12 of 1938 amends the Conditional Release of Offenders Ordinance 1934 (No. 22) by excluding from the operation of the latter cases of violence against police officers, so as to ensure a greater measure of respect for members of the local police.

(iii) Ordinance No. 13 of 1938 gives the Governor in Council power to decree the total or partial cessation of lighting in the Colony on occasions of emergency or public danger.

(iv) Ordinance No. 17 of 1938 provides for the protection of the public against the inconvenience of unnecessary noise.

(v) Ordinance No. 21 of 1938 provides for measures of control over indiscriminate collection of funds where the persons collecting are remunerated for their services.

(vi) Ordinance No. 24 of 1938 amends the Gun Ordinance, 1922, and provides for the stricter control over firearms in the Colony, and more especially over their use in times of strikes or industrial unrest.

(vii) Ordinance No. 36 of 1938 provides for measures of protection for the members of the legal profession from disloyal and unfair competition of touts and other unauthorised persons.

(viii) Ordinance No. 43 of 1938 gives the Medical and Health Department a complete control over the stocks of dangerous drugs existing in the Colony.

Finance.—(1) Ordinance No. 14 of 1938 provides for the raising of an additional loan of Rs.1,600,000 for the purpose of further financing the Mauritius Agricultural Bank.

(2) Ordinance No. 42 of 1938 amends the Port Louis Sewerage Ordinance, 1905, and substitutes a definite rate of annual contribution to be paid by owners of premises in the town of Port Louis for the rate which heretofore varied in each particular case.

All these Ordinances have in view the social and economic progress of the population of this Colony and attempt to work to that end.

A list of the more important Ordinances is given in Appendix I to the report.

XV.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

Banking.

There are three private banks in the Colony, viz.:—

- (a) The Mauritius Commercial Bank,
- (b) The Mercantile Bank of India, and
- (c) Barclays' Bank (Dominion, Colonial and Overseas).

The Mauritius Commercial Bank was established in 1838, and has a paid-up capital of Rs.2,000,000 made up of 10,000 shares of Rs.200 each. The total amount of deposits on 31st December, 1938, was Rs.7,194,660. The Mercantile Bank of India Limited took over the business of the Bank of Mauritius Limited on 3rd May, 1916. The total paid-up capital is £1,050,000. The deposits made locally on 31st December, 1938, amounted to Rs.2,765,084. Barclays' Bank (Dominion, Colonial and Overseas) has a paid-up capital of £4,975,500. The total deposits of the local Bank on 31st December, 1938, amounted to Rs.2,881,722. This Bank which is affiliated with Barclays' Bank, Limited was founded in 1925 and represents the amalgamation of the Anglo-Egyptian Bank, Limited, the Colonial Bank (incorporated by Royal Charter in 1836) and the National Bank of South Africa Limited. A branch of the last named bank was established in Mauritius in December, 1919. In February, 1926, its business was taken over by Barclays' Bank (Dominion, Colonial and Overseas) following the amalgamation already mentioned.

Offices of the Government Savings Bank are established in the nine districts with a head office in Port Louis. The total number of depositors at 30th June, 1938 was 40,551 compared with 39,382 in the preceding year, with deposits amounting to Rs.6,815,120 as against Rs.6,554,221. Interest is paid at the rate of 3 per cent. per annum.

The Mauritius Agricultural Bank, which was established under Ordinance No. 1 of 1936, commenced operations on the 5th January, 1937. The capital of the Bank (Rs.10,000,000) is provided by Government which raised loans at $3\frac{1}{2}$ per cent. per annum for this purpose. Of these loans, the sum of Rs.3,600,000 was raised locally, the balance being raised in London. On the 15th April, 1938, a sum of Rs.20,000 as drawn bonds was refunded out of the Rs.3,600,000 raised locally. The annual interest and sinking fund charges amounting in all to Rs.368,740 for 1938-39 are met by the Bank.

The Bank, which is neither a Government institution nor a Government department, has been introduced to lower interest charges on agricultural advances which, it is considered, impose

an undue burden on the sugar industry and unduly depress wages. Subject to the provisions of the ordinance which constituted it a corporate body, the Bank has completed discretion as to the conduct of its business and the nature and account of its loans. The consent of the Managing Director, who is appointed by the Secretary of State, is necessary to the grant of any loan. A measure of Government control, however, exists and is exercised by the following methods:—

(a) The members of the Board of Directors, other than the Managing Director, are appointed by the Governor, who determines the amount of their fees.

(b) While the Board appoints its own servants the amount of their salary is subject to the approval of the Governor.

(c) The funds of the Board are derived exclusively from the Government.

(d) The methods of account, the books to be maintained and the nature of the auditor's certificates are prescribed by the Government and the form of balance sheet is prescribed by the Treasurer.

Currency.

In March, 1934, an Ordinance was enacted to make provision with respect to the currency notes of the Colony and to place the issue of such currency notes upon a permanent basis. By this Ordinance the Currency Commissioners are required to issue, on demand, currency notes in exchange for sterling lodged with the Crown Agents in London, and to pay on demand sterling in London in exchange for currency notes lodged with them. The rate at which these exchanges are to be made is fixed at one rupee for one shilling and sixpence sterling, and the minimum transaction is £5,000 or its equivalent.

The Currency Commissioners are entitled to charge commission not exceeding one and three quarters per centum in addition to the cost of any telegram sent in connection with any transfer.

The effect has been to substitute for the Indian rupee a new paper rupee based on sterling and to limit official exchange fluctuations to a maximum spread of three and half per centum.

Local commercial practice is such that the effective rate of exchange is the rate at which the banks sell sterling and not the mean between the buying and selling rates. At the time the Ordinance was introduced the rate was Rs.13.70 for £1 by telegraphic transfer, or approximately one rupee for one shilling and five pence halfpenny sterling. With a view to avoiding any sudden fluctuation in the actual rate of exchange, the commission which the Currency Commissioners were authorised to charge when selling sterling was fixed, in the first instance, at the maximum of one and three quarters per cent.

making the effective official exchange rate Rs.13·57 for £1 in respect of amounts of £5,000 or over. The rate charged by the Currency Commissioners when buying sterling has been fixed at one quarter per cent.

The value of the currency is maintained by a Note Security Fund held by the Crown Agents and invested in Government Securities (other than those of the Colony). Profits arising from currency transactions and income from the investments of the Note Security Fund must be applied in the first instance to maintaining the Security Fund at the value equal to the face value of currency notes in circulation. If the value of the Note Security Fund reaches one hundred and ten per cent. of the face value of notes in circulation, all profits then accrue to the revenue of the Colony.

Subsidiary silver coinage was introduced under an Ordinance passed in September, 1934. The coins are not normally redeemable but the seignorage on the issue is invested.

The value of the currency notes of five rupees, ten rupees and one thousand rupees, in circulation on 31st December, 1938, was Rs.8,547,485 and that of Mauritius silver coins on the same date Rs.2,255,000.

The local unit of currency is the Mauritius rupee, equivalent to rs. 6d. sterling, divided into 100 cents.

The coinage in circulation is the silver rupee, half rupee, quarter rupee and 20-cent and 10-cent pieces and the bronze 5-cent, 2-cent and 1-cent pieces.

Weights and Measures.

The metric system is in general use; the following special French and local measures are, however, still to be found:—

Measures of Length and Area:—

1 ligne Francaise	= 2·258 millimetres or 0·088 inch.
12 lignes	= 1 French inch.
12 French inches	= 1 French foot.
1 French foot	= 1·06 English feet.
1 lieu	= 2½ English miles (approx.).
1 gaulette	= 10 French feet.
1 arpent	= 40,000 square French feet or 1·04 acres.
1 toise	= 6 French feet or 2 yards 4 inches.

Measures of Capacity:—

1 barrique	= 50 gallons (cane juice, etc.).
1 tiercon	= 190 to 192 litres (molasses).
1 velte	= 7·45 litres (coconut oil).
1 bouteille	= 800 cubic centimetres (liquid).
1 chopine	= ½ bouteille.
1 corde	= 80 French cubic feet or 96·82 English cubic feet (firewood).

Measures of Weight:—

1 gamelle	= 5·250 kilogrammes.
1 livre	= 500 grammes or 1·10 English pounds.

XVI.—PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.

The revenue of the Colony for the year ended 30th June, 1938, amounted to Rs.17,259,849 and was Rs.1,699,249 more than the Estimates and Rs.1,336,065 more than that of the previous year.

The expenditure for the same period was Rs.26,640,996. Of this total, a sum of Rs.10,790,721 represents special expenditure in the form of stocks and advances written off, not foreseen at the time of the preparation of the Estimates. A sum of Rs.15,850,275 remains for comparison: this amount was Rs.265,010 more than the original estimate and Rs.343,843 more than the expenditure 1936-37.

The revenue during the financial year 1937-38 exceeded the normal expenditure by Rs.1,409,574. Taking into consideration the amount of stocks and advances written off as special expenditure and the depreciation on investments (Rs.28,599) the General Revenue balance was Rs.8,853,809.

Of the expenditure for 1937-38, Rs.5,012,242 was spent on "Personal Emoluments" and Rs.21,628,754 on "Other Charges". The corresponding figures for 1936-37 were Rs.4,956,561 for "Personal Emoluments" and Rs.10,549,870 for "Other Charges".

The following is a comparative statement of the revenue and expenditure for the last five years:—

Year.	Revenue. Rs.	Expenditure. Rs.
1933-34	16,567,110	14,634,339
1934-35	(a) 22,964,244	20,650,954
1935-36	15,350,986	14,694,644
1936-37	15,923,784	15,506,431
1937-38	17,259,849	(b) 26,640,996

(a) including Rs. 7,882,380—Special Revenue.

(b) including Rs. 10,790,721—Special Expenditure.

The Colonial Government pays a military contribution of 5½ per cent. of its total revenue (inclusive only of net excess of revenue on railways, irrigation, Mare aux Vacoas and other water works but exclusive of land sales and special export duty on sugar) towards the cost of the garrison maintained in the Colony by His Majesty's Government in the United Kingdom.

The amount paid as contribution in 1937-38 was £57,818 of which £48,000 was in respect of the estimated cost of the garrison for 1937-38 and £9,818 arrears of contribution of 1936-37.

Public Debt.

The Public Debt of the Colony on 30th June, 1938, was £3,093,768. Against this liability there was an accumulated Sinking Fund of £1,481,028 compared with £1,857,369 on 30th June, 1937.

Statement of Balances as at 30th June, 1938.

<i>Liabilities.</i>		<i>Assets.</i>	
	<i>Rs.</i>		<i>Rs.</i>
Other Governments ...	41,784	Advances ...	497,318
Remittances ...	11,343	Cash Balances, etc.	9,895,234
Deposits ...	726,396	Deduct :	
General Revenue :		Balances of	
Balance ...	8,853,809	special funds,	
		etc., in hands	
		of Treasurer	759,220
			<u>9,136,014</u>
	<u>Rs. 9,633,332</u>		<u>Rs. 9,633,332</u>

Description of the Main Heads of Taxation and their Yield.

The main heads of taxation with their yield for the current year as compared with the preceding year are the following:—

	<i>1936-37.</i>	<i>1937-38.</i>
	<i>Rs.</i>	<i>Rs.</i>
Customs—Import duties ...	4,631,890	5,132,278
„ —Export duties ...	1,129,011	1,183,376
Excise duty on rum ...	1,728,393	2,023,520
Licence duties ...	1,078,375	1,094,929
Tobacco excise ...	1,306,227	1,340,729
Taxes on vehicles and animals ...	446,089	414,126
Poll tax ...	551,165	562,087

Customs Duties.

The revenue from Customs duties for the year 1938 was Rs.4,848,716 for imports and Rs.1,143,427 for exports. The figures for the previous years were:—

	<i>Import duty.</i>	<i>Export duty.</i>
	<i>Rs.</i>	<i>Rs.</i>
1937 ...	4,925,422	1,223,156
1936 ...	4,640,335	556,369

Customs Tariff (Summarised).

The following shows the rates of duty on the principal imports and exports on the 31st December, 1938:—

IMPORTS.

ce ...	R. 0·63c per 100 kilos.	Wines in casks up to 14°.	Rs. 10 to Rs. 15 per hectolitre.
oll ...	R. 1— per 100 kilos.	Wines in cases up to 14° (still).	R. 0·30c per litre.
our ...	R. 1— per 100 kilos.	Spirits (proof) ...	Rs. 5— per litre.
ertilizers ...	R. 0·10c to 1— per 100 kilos.	Tobacco, manu- factured.	Rs. 15— per kilo.
roleum oil ...	Rs. 5·25 per hectol.	Tobacco, cigar- ettes.	Rs. 16— per kilo.
roleum motor spirit	Rs. 14— per hectol	Vegetable oil, other than olive.	Rs. 5— to Rs. 10— per 100 kilos.
ap, common...	Rs. 2· to 3— per 100 kilos.	Most manufac- tured articles.	5 to 50 per cent. <i>ad valorem</i> , with an average of about 15 per cent.

EXPORTS.

*Sugar ... R. 0.46c per 100 kilos. †Aloe fibre ... Rs. 3.— per 1,000 kilos.

NOTE.—*The duty on sugar is only for special purposes as under :—

R. 0.03 per 100 kilos for destruction of *Phytalus Smithi*;
 R. 0.03 " " " " the College of Agriculture ;
 R. 0.04 " " " " the Sugar Industry Reserve Fund ;
 R. 0.36 " " " " in refund of loans.

† The duty on aloe fibre is in refund of loan to the hemp industry.

Principal Preferential Rates on Imports.

Articles.	Duty. Preferential.	General.
Motor vehicles of all kinds, excluding tyres and tubes.	6 per cent. <i>ad valorem</i> .	36 per cent. <i>ad valorem</i>
Tyres and tubes of all kinds.	5 " "	33½ " "
Silk manufactures, including artificial silk.	15 " " Or 50 cents per kilo. whichever is the higher.	50 " " Or R.1.50 per kilo. whichever is the higher.
Indigo	R.1 per kilo.	Rs. 2.50 per kilo.
Cement	R. 0.30 per 100 kilos.	R. 1 per 100 kilo.
Cinema films	Free.	R. 0.04 per metre.
Machinery, Industrial	Free.	5 per cent. <i>ad valorem</i> .
Cotton manufactures	5 per cent. <i>ad valorem</i> .	25 per cent. <i>ad valorem</i> and also specific rate in certain cases.
Hardware	5 " "	30 per cent. <i>ad valorem</i> .
Coal	10 cents per 100 kilos.	50 cents per 100 kilos.

The margin of preference on the following goods has been conventionalized :—

Asphaltum and bitumen ;

Disinfectants, when proved to the satisfaction of the Collector of Customs to have been imported for use as such ;

Electrical :—

(a) Stoves and household appliances ;

(b) Wireless apparatus and parts and electrical goods of every other description except bulbs ;

Fruits :—

(a) Apples and Pears ;

(b) Other dried fruits ;

(c) Bottled, tinned, canned or otherwise preserved, except dried or crystallized, but including pulp and candied peel (not in sugar) ;

Fungicides, when proved to the satisfaction of the Collector of Customs to have been imported for use as such ;

Blacking and Polish ;

Clay, pipe and fire (unprepared).

Rosin ;

Insecticides, when proved to the satisfaction of the Collector of Customs to have been imported for use as such.

Typewriters ;

Amophos ;

Bacon and Hams (not tinned) ;

Accessories, component parts and spare parts other than tyres and tubes for motor vehicles and chassis (except tractors, motor cycles and side-cars) ;

Mineral Oils :—

(a) Oils, lubricating ;

(b) Lubricating greases ;

Rubber, other manufactures of ;

Tobacco :—

Unmanufactured, not butted or stemmed ;

Varnish ;

Motor tractors, spare parts and accessories thereof, when proved to the satisfaction of the Collector of Customs to have been imported exclusively for agricultural purposes.

Excise and Stamp Duties.

The duty on rum for home consumption for potable use is Rs.2.75 per litre of 23 degrees Cartier and an additional duty of 12 cents. per litre for every degree above 23 degrees Cartier.

A new distillery opened in September, 1938. Four distilleries worked periodically during the year. These four distilleries form annexes to sugar-mills; in all cases spirits are distilled from molasses and the strength of the spirits produced varies from 30 to 42 degrees Cartier. The bulk is produced at 39 degrees Cartier or below and reduced to 23 degrees Cartier, and is consumed locally as potable rum, though it has the general characteristics of rectified spirits. The remainder of the spirits produced is either exported or used after having been denatured and compounded for lighting, heating and power purposes; for the preparation of medicinal tinctures, drugs, perfumed spirits or for the manufacture of vinegar. The attempts made to find an export market for the locally-prepared alcohol were more successful during the year under review.

The quantity exported was 96,923 litres for the period July, 1937 to June, 1938, as compared with 60,556 litres for the previous period.

The duty on spirits to be denatured for heating and lighting purposes is 4 cents per litre at 36 degrees Cartier, and an additional duty of 4 cents per hectolitre or fraction thereof for every degree above 36 degrees Cartier.

Owing to the quantity of electrical power available and the organization for its distribution, comparatively little use is made of locally produced alcohol for lighting purposes. Where electrical power is not available kerosene is a more popular illuminant. The poorest classes, who require little illumination since they mostly retire at nightfall, use coconut oil or similar local product. There is little call for artificial heating of houses and most cooking is done by locally-produced wood charcoal on charcoal stoves. Locally-produced alcohol might be used largely for cooking purposes were a satisfactory type of stove available.

Local Wine Issued:—

					<i>Litres.</i>
July, 1936 to June, 1937	...	...	...	...	536,876
„ 1937 „ 1938	...	...	...	...	355,647

An excise duty of Rs.4 per kilo is charged on leaf tobacco used for the manufacture of tobacco for local consumption.

The quantity of tobacco manufactured in the year 1938 was 385,020.2 kilos as compared with 372,752.4 kilos in 1937.

The excise duty collected on tobacco during the last two financial years is given below:—

<i>1936-37.</i>	<i>1937-38.</i>
<i>Rs.</i>	<i>Rs.</i>
1,306,226.80	1,340,729.40

The Tobacco Warehouse, controlled by the Tobacco Board, has proved a most useful institution for the grading and general control of tobacco grown in the Colony. It ensures for the planters a ready market for their crop, and for the manufacturers an assured source of supply at controlled prices, of graded leaf. In spite of its efforts, the Board has so far been unable to gain an export trade.

The Stamp Laws were amended and consolidated by the passing on 23rd November, 1926, of Ordinance No. 22 of 1926.

This Ordinance was put into force on 23rd July, 1927, by Proclamation No. 32 of 1927.

Stamp duties are of three kinds:—

- (1) A duty in proportion to the size of the paper used;
- (2) A fixed duty; and
- (3) An *ad-valorem* duty.

The Stamp Ordinance No. 22 of 1926 was amended in 1932 by the passing of Ordinance No. 26 of 1932 to provide for the increase from 4 to 10 cents of the stamp duty on cheques drawn on banks in and out of the Colony, and on receipts as defined in Article 2 (5) of the Stamp (Consolidated) Ordinance, 1926.

House Tax

In June, 1937, an Ordinance was passed to abolish as from the 1st of January, 1938, the House Tax of 1 per centum per annum levied on all buildings assessed over Rs.1,000.

The tax was abolished in order to afford some measure of relief from direct taxation to a number of tax-payers.

The amount of tax collected from the 1st of July to the 31st of December, 1937, was Rs.60,540.

When the law imposing the tax ceased to operate on the 1st of January, 1938, arrears amounting to Rs.153,157 were still outstanding and it was accordingly decided to retain the

organization necessary for the collection of these arrears of which a sum of Rs.76,462 was written off as irrecoverable in May, 1938. The amount collected from the 1st of January to the 30th of June, 1938, amounted to Rs.21,454.

Graduated Poll Tax

A Graduated Poll Tax was first imposed in 1934-35 on all incomes derived from or received in the Colony, a non-resident being therefore chargeable to the extent that his income is derived from the Colony. It is an unusual form of tax but similar in many respects to an income tax. The amount payable is graduated according to income on a scale set out in the Ordinance. It rises from Rs.50 on incomes exceeding Rs.5,000 but not exceeding Rs.7,000 to Rs.5,150 on incomes exceeding Rs.60,000 but not exceeding Rs.70,000. The tax on all incomes exceeding Rs.70,000 is Rs.6,150.

The law regarding the computation of the assessable income is largely based on English Income Tax Law but no allowance is made for wear and tear nor can losses be carried forward and set off against profits of succeeding years. The basis of assessment is the income arising in the year preceding the year of assessment.

Companies are treated as persons and pay tax on the same scale as is applicable to individuals but dividends paid are allowed as an expense in computing the taxable profits of local companies.

No additional allowance is made for wife, children or for similar personal allowances.

One-half of the tax must be tendered with a return from the tax-payer on the 31st of October of each year, the other half being payable six months later. The Commissioner may refuse the return and raise an assessment subject to a right of appeal to the Supreme Court.

Yield.—The amount collected in each year of assessment since the inception of the tax has been as follows:—

						Rs.
1934-35	...	...	...	...	...	540,565
1935-36	...	...	...	...	...	429,502
1936-37	...	...	...	...	...	551,165
1937-38	...	...	...	...	...	562,087

For 1938-39 the estimated yield is Rs.665,000.

XVII.—MISCELLANEOUS

The Marquess of Dufferin and Ava, Parliamentary Under-Secretary of State for the Colonies, accompanied by Mr. J. W. D. Locker, M.B.E., of the Colonial Office, paid a short visit to Mauritius from the 28th January to the 8th February, 1938.

The island was also visited on the 23rd February by the Fourth Division of Cruisers of the French Navy composed of the *Georges Leygues*, *Montcalm* and *La Gloire* under the command of Rear-Admiral R. E. Godefroy. The division left the Colony on the 26th February.

The Colony participated in a " Foire-Exposition " held in the neighbouring French island of Reunion during the months of September and October, 1938. Four delegates under the leadership of the Chief Judge were appointed by the Governor to represent the Colony at the exhibition.

During the year, His Majesty the King was graciously pleased to approve of the award of the King's Police Medal for gallantry to Mr. E. E. Cesar, Superintendent of Police, and Mr. A. E. Stafford, Assistant Superintendent of Police. The insignia of Member of the Civil Division of the Order of the British Empire was also conferred upon Mrs. Maingard de la Ville-es-Offrans.

APPENDIX I

Fifty-two Ordinances were passed by the Council of Government and assented to by the Governor during the year 1938, the more important of which are tabulated as follows:—

No.	TITLE.
7.	To make provision for the formation, registration and regulation of employers' and employees' Industrial Associations; for the prevention and settlement of disputes between such associations; for the remuneration and regulation of conditions of employment, and for the formation, registration and regulation of associations of Government employees.
8.	To amend Ordinance No. 22 of 1874.
12.	To amend the Conditional Release Offenders Ordinance, 1934.
13.	To provide for the total or partial cessation of lighting in the Colony by Regulation of the Governor in Council on occasions of emergency or public danger or by way of experiment or practice for such occasions.
14.	To empower the Colonial Government to raise a loan not exceeding the sum of Rs.1,600,000 for the purpose of financing the Mauritius Agricultural Bank.
17.	To secure the protection of the Public from the inconvenience of unnecessary noise.
19.	To provide for the protection and preservation of ancient monuments.
22.	To consolidate and amend the law regulating the importation of textiles.
24.	To amend the Gun Ordinance No. 36 of 1922.
27.	To regulate the manufacture of Medicinal Tinctures and Drugs in the Colony.
28.	To amend the Law on Fisheries.
30.	To provide for the establishment and organisation of a Department of Electricity and Telephones.
31.	To control the use of Telephones in the Colony.
33.	To consolidate the laws on Vinegar.
34.	To regulate the law as to Perfumed Spirits.
35.	To consolidate the law on Denatured Spirits.
36.	To prohibit the practice of touting and intermeddling with justice.
43.	To control and regulate the maintenance and disposal of stocks in respect of Dangerous Drugs in the Colony.
47.	To consolidate and amend the law on Labour.
49.	To amend the Pensions Ordinance, 1936.
52.	To prescribe the Tariff under which duties are now levied on goods imported into or exported from the Colony.

APPENDIX II

LIST OF PUBLICATIONS RELATING TO MAURITIUS WHICH ARE
OF GENERAL INTEREST.

Title.	Publishers or Agents for Sale.	Price.
T'Eylandt Mauritius: Esquisses Historiques, 1698-1710.*	Out of print.	—
L'Ile de France: Esquisses Historiques, 1715-1833. By Albert Pitot.*	ditto	—
Statistiques de l'Ile Maurice et ses Dependences (Mauritius, 1886). By Baron d'Unienville.*	ditto	—
Le Folk-lore Mauricien (Maison-neuve, Paris, 1888).	ditto	—
Le Patois Créole Mauricien (Mauritius, 1880). By Charles Baissac.	ditto	—
Renseignements pour servir a l'histoire de l'Ile de France et ses Dependences (Mauritius, 1890). By Adrien d'Epinay.	ditto	—
Mauritius Illustrated. By A. MacMillan.*	ditto	—
Annual Reports on the Social and Economic Progress of the People of Mauritius.*	His Majesty's Station- ery Office, London.	2s. (approx.).
Financial situation of Mauritius ; Report of a Commission appointed by the Secretary of State for the Colonies, December, 1931.*	ditto	4s. 6d.
Mauritius Blue Book*	Crown Agents for the Colonies.	Rs. 6 (approx.).
A School History of Mauritius. By W. H. Ingrams.*	MacMillan & Co., London.	2s. 6d.
Report on the Anophelinae of Mauritius and on certain aspects of Malaria in the Colony. By Malcolm E. MacGregor.*	Colonial Secretary's Office, Mauritius.	Rs. 10.
Report on Medical and Sanitary matters in Mauritius. By Andrew Balfour, C.B., C.M.G., M.D., B.Sc., F.R.C.P.E., D.P.H.*	ditto	Rs. 15.
Mauritius Almanach and Commer- cial Handbook. By Andre Bax.*	The General Printing and Stationery Co., Ltd., Mauritius.	Rs. 10.
L'Ile Maurice (Mauritius, 1921). By W. Edward Hart.*	ditto	Rs. 3.
Island of Mauritius. By Raymond Philogene.*	ditto	—
Ile de France—Documents pour son Histoire Civile et Militaire. By Saint Elme le Duc.*	Government Printing Office, Mauritius.	Rs. 10.
Sea Fights and Corsairs of the Indian Ocean. By H. C. M. Austen, C.B.E.	Mauritius.	Rs. 50.

* May be consulted in the Colonial Office Library.

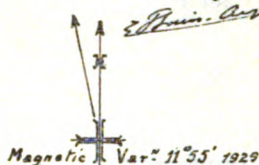
Title.	Publishers or Agents for Sale.	Price.
<p>La Pluie a l'Ile Maurice, Lat. 20° 5' 39" S. Long. 57° 33' 18" E., By Marc Herchenroder.</p> <p>Port Louis—Deux Siecles d'Histoire, 1735-1935. By A. Toussaint.</p>	<p>The General Printing and Stationery Co., Ltd.</p> <p>The Auction Mart, Port Louis.</p>	<p>Rs. 5.</p> <p>1st Edition, Rs. 25. 2nd Edition, Rs. 8.</p>
<p>L'Ile Maurice Guide Illustré. By C. Charoux.</p>	<p>The General Printing and Stationery Co., Ltd.</p>	<p>Rs. 1.</p>
<p>Report of the Commission of Enquiry into Unrest on Sugar Estates in Mauritius, 1937.</p>	<p>Government Printing Office, Mauritius, and Crown Agents for the Colonies.</p>	<p>Rs. 5.</p>

MAP OF THE ISLAND OF MAURITIUS

1 2 3 4 5 6 7 8 9 10 11 12 Miles

Scale 8 Miles to the Inch

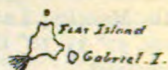
Reduced from the Military Map
By L.T. Louis-Auguste
Surveyor P.W.D.



Meridian thro' Pouce
9° 55' 15" E. Greenwich

J. and
Serpent

Ram



Coin de Mire

Cap Malheureux

Ile d'Ambre

Poudre d'Or

R. du Rempart

Poste de Flacq

Poste

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DISTRICTS

- | | |
|-------------------|---------------|
| 1 Port Louis | 6 Savanne |
| 2 Pamplemousses | 7 Black River |
| 3 Riv. du Rempart | 8 P. Wilhems |
| 4 Flacq | 9 Moka |
| 5 Grand Port | |

REFERENCE

- | | |
|--------------------------------|-------|
| Existing Railways & Telegraphs | ===== |
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| Other Telegraph lines | ===== |
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Report of Commission

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RHODESIA-NYASALAND ROYAL COMMISSION

Report

[Cmd. 5949] 7s. 6d. (7s. 11d.)

LABOUR CONDITIONS IN THE WEST INDIES

Report by Major G. St. J. Orde Browne, O.B.E.

[Cmd. 6070] 3s. 6d. (3s. 10d.)

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Report of Committee

[Cmd. 3554 (1930)] 1s. (1s. 1d.)

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Report of Committee

[Cmd. 4730 (1934)] 9d. (10d.)

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Report of Committee

[Cmd. 5219] 1s. (1s. 1d.)

COLONIAL STUDENTS

Report of the Colonial Students Committee appointed by the Secretary of State for the Colonies, December, 1938

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Lists are issued showing schedules of Offices in the following Colonial Services with the names and brief biographical records of the holders. Each list includes the Special Regulations by the Secretary of State relating to the Service concerned :—

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BRUNEI, STATE OF	NYASALAND
CAYMAN ISLANDS (JAMAICA)	PERLIS
CEYLON	ST. HELENA
CYPRUS	ST. LUCIA
FALKLAND ISLANDS	ST. VINCENT
FEDERATED MALAY STATES	SEYCHELLES
FIJI	SIERRA LEONE
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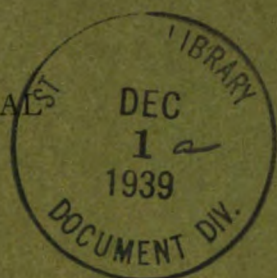
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ANNUAL REPORT OF THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF TRENGGANU FOR THE YEAR, 1938.

I.—GEOGRAPHY, CLIMATE AND HISTORY.

Trengganu is a Malay State on the East Coast of the Malay Peninsula lying between latitudes $3^{\circ} 53'$ and $5^{\circ} 51'$ North and longitudes $102^{\circ} 23'$ and $103^{\circ} 30'$ East. It is bounded by Kelantan on the North and North West, by Pahang on the South and South West and by the China Sea on the East. The area of the State is about 5,050 square miles, its length being 133.5 miles and its greatest breadth 76.8 miles. The capital of the State is Kuala Trengganu which is also the headquarters of one of the three administrative divisions into which the country is divided. Chukai (Kemaman) and Kampong Raja are the headquarters of the other two divisions (Kemaman and Besut). The only other place of importance is Dungun which has rapidly developed in recent years owing to the proximity of a large iron mine.

2. The State, as the map annexed shows, is long and comparatively narrow with, in comparison with its depth, an exceptionally long coast line. It is intersected by a series of sixteen rivers which flow in an easterly or north easterly direction into the China Sea. Of these the Trengganu, the Kemaman, the Dungun, and the Besut are rivers of considerable size and the first two can be entered at favourable states of the tide by coasting steamers but the sand bar which runs along the whole of this coast at all times makes navigation difficult for craft big or small.

3. Generally the State may be divided into three main belts. The first belt consists of long sandy beaches fringed with coconuts and casuarina trees and broken here and there by reddish cliff and rocky promontories: along these beaches are many thickly populated Malay villages the life of whose inhabitants is wrapped up in the sea and whose livelihood depends upon what the China sea will yield them in the fishing season. Behind these beautiful beaches there run, parallel to the sea, long dunes (gong) alternating with strips of swamp. The trees on these dunes are stunted and scattered and for the purpose of cultivation these areas are often of little value, though the cashew nut tree appears to relish their inhospitable soil. But the swamps often serve as good rice fields, their emerald green contrasting strongly with the arid dunes. They are ideal for cross country work in a car and, with little preparation, provide useful tracks for subsidiary communications. There can be little doubt that these "gong" are simply old beaches left by the sea as new sand banks formed. In places one can see new "gong" in the course of creation.

4. The second belt consists of broad flat plains in the valleys of the rivers broken by undulating country and long stretches of higher ground (old and improved "gong") on which the agricultural population live and plant fruit trees and rubber, leaving the plains as a whole for the cultivation of rice.

5. In the third belt the valleys narrow and there are rapids in the clear rivers and, as the last kampongs are left behind, the country rises into uninhabited steep mountain land still under jungle. The mountains rise to nearly 5,000 feet, Gunong Lawit (4,978 ft) being the highest peak; it is wrongly marked as Gunong Batil on maps—there is a low hill called Batil in the vicinity. In this country also lies Gunong Padang, a flat-topped mountain, which contains a plateau of approximately 5,000 acres at an elevation of about 4,000 feet and which in years to come might perhaps be developed into a Hill station. It is, at present, difficult of access.

6. The sea coast is very beautiful, the white sands contrasting strongly on sunny days with the burning blue of the sea. Off the coast are numerous islands, largely clothed in forest, terminating in cliff or beaches of coral sand with fringes of coconut trees. Some of them are inhabited. Around them are wonderful "Neptune's gardens" of branching coral, interspersed with other strange sea growths and sea-anemones of rose purple, all seen through crystal clear water through which dart strange and often brilliantly coloured fish.

The best known of these islands are the Perhentian group, of which Pulau Perhentian Kechil (owing to its fortunate freedom from monkeys is noted for its bananas.

But although the Perhentians are well worth a visit, they are not in the writer's opinion so beautiful or so interesting as Pulau Redang with its satellite Pulau Pinang and numerous small neighbouring islets. Apart from its scenic beauty it is of interest as containing in the valley which runs down its middle, some rice fields and cattle. Unfortunately it is plagued with monkeys.

Near Kuala Trengganu lies the pretty little island of Pulau Kapas which serves as a useful refuge to steamers in the monsoon, as indeed do the Perhentians.

Furthest south and rarely visited is Pulau Tenggul, "last, loneliest, loveliest, exquisite, apart". For some reason, it is usually called Berhala by European mariners; probably it was at one time confused with Pulau Berhala on the Johore coast and the wrong name "stuck". This island contains a python (or possibly pythons) magnified and elongated by legend—it is unlikely that any human eyes have actually seen it. No doubt it serves a very useful purpose in keeping down monkeys.

But it also invariably swallows the cats which are brought from time to time by the sole land-owner of the island, in the hope of exterminating the rats. More to be dreaded by the casual visitor who seeks to bathe from the island's beautiful beach is a peculiarly vicious sand-fly.

7. The long beaches of Trengganu both on the islands and the main land are the haunt of numerous turtles whose eggs are much appreciated by Orientals and bring the Government about a thousand pounds yearly in licence fees. There are several kinds of turtle, the commonest being the green turtle. They are extraordinarily fecund, laying from 70 to 120 eggs at a time in the sand.

Their fecundity is fortunate in that apart from human depredations which it is hoped to mitigate by a degree of conservation) their newly-hatched young are peculiarly helpless against the ravages of small sharks which wait for them when they enter the water.

Not much is known about the life-cycle and habits of turtles but it is remarkable that they appear to be conservative on their choice of places in which to lay their eggs. Thus it seems that only the green turtle ever lays on the Perhentian Islands whereas the big turtle called "agar" prefers Pulau Kapas.

And a turtle which is particularly noticeable owing to a chipped shell or a lost flipper will be observed using the same place (within 100 yards or so) in which to lay its eggs year after year.

It might be remarked that the Malay fishermen generally do not like to leave a nest entirely empty. They leave at least one egg "for the mother to wash herself with" (the reference is to the ceremonial ablutions of a woman after child birth) or as an Englishman would say for "luck". A turtle's egg is white and leathery. Eggs of different species vary in size but generally speaking it may be said that they look like ping pong balls.

8. Around the islands are still to be found mother-of-pearl and trochus shells, both valuable to the button-making industry. The former are known in the Singapore market by the unlovely name "green snail". Like other marine life in Trengganu waters they have suffered much from Japanese poachers.

CLIMATE.

9. While the characteristic features of the climate are uniformity of temperature and a heavy annual rainfall, the North-East monsoon, which usually breaks about the end of October and may last into March, makes a distinct change in temperature, wind and rainfall. This season is marked by prolonged periods of dark days and heavy rain and later by strong winds and rough seas. Fishing is brought to a stand-still and trade of a

necessity declines. Land communications become more difficult and travelling is reduced to a minimum. In the middle of the year the weather is usually hot and dry but during the day time there is usually a steady, and sometimes strong breeze from the South-East (the Tenggara).

10. The average annual rainfall is about 115 inches, the highest recorded having been 191.55 inches: a large part of this falls during the North East Monsoon. The following are the rainfall figures for 1937 and 1938:—

	1936	1937	1938
Kuala Trengganu	170.30"	131.20"	118.00
Kemaman	113.87"	83.67"	62.89
Besut	159.89"	139.29"	113.64
Kuala Brang	191.15"	164.86"	140.46
Dungun	—	119.47	139.00

The North East Monsoon was on the whole mild following heavy rain in December 1937. Usually December and January are the wettest months but in 1938 delightful weather was enjoyed in January, cool bright weather such is rarely known on the western side of the Peninsula outside the hills. Similar weather obtained in December until Christmas Eve, though it might be added that there were heavy floods in January, 1939.

HISTORY.

11. The early history of Trengganu is obscure. A Chinese Buddhist monk and traveller, CHAO JU KUA, mentions it among places subject to the old Kingdom of Palembang. The Nagarakretagama, a Javanese work composed in 1365 A.D. speaks of both Trengganu and Dungun as tributaries to Majapahit. The Hikayat Hang Tuah, tells how Hang Jebat and Hang Kasturi slew a Trengganu prince, Megat Panji' Alam, on the steps of the palace of the Ruler of Inderapura (believed to be the present State of Pahang).

12. That there existed a Mohammedan Kingdom in the upper Trengganu river over a hundred years before the recorded conversion of Malacca to Islam is suggested by the discovery of a remarkable Malay inscription dated 702 A.H. (1303 A.D.) on a stone found near Kuala Brang, a place some 20 miles up river from Kuala Trengganu. The language of the inscription is Malay, with an admixture of Sanskrit and Arabic, and the script is Arabic, a combination for which there is no parallel before the year 1468 A.D. The subject of the inscription, which was deciphered in 1923, is the Islamic law of sexual offences. The stone is now in Raffles Museum, Singapore.

13. The origin of the name Trengganu is lost though various highly improbable and obviously ex post facto attempts have been made to account

for it. On the stone mentioned in paragraph 12 the name is spelt Trengganu (تريڠݢانو) and on a coin of A.H. 1310 (A.D. 1891) the spelling Trekanu (ترقانو) is to be found—the latter indeed comes nearest to the local pronunciation of the name.

14. According to the chronology accepted in Trengganu the throne of Trengganu has been occupied by members of the same Ruling House for about 240 years. The first Sultan was a son of BENDAHARA ABDUL MAJID of Johore, another of whose sons became Sultan of Johore. There was, therefore, a Sultanate in Trengganu when some of the Western States, which have now outstripped her in development, were still in their infancy and when their dynasties were yet to be founded. The present Ruler is Sultan SULAIMAN BADARU'L-ALAM SHAH, K.C.M.G. who came to the throne in 1920; he is the fourteenth of the line.

15. In the year 1776 Sultan Mansur (1730—1792) sent the *bunga emas* or golden flower to the King of Siam, and this practice was continued at first annually and later triennially until by a Treaty in 1909 the Siamese Government transferred to Great Britain "all rights of suzerainty, protection, administration and control whatsoever which they possess over the States of Kelantan, Trengganu, Kedah, Perlis and adjacent islands". What exactly those rights were in respect of Trengganu is doubtful. The Trengganu tradition is that the sending of the *bunga emas* was in no sense an admission of suzerainty, but was merely an expression of goodwill, which was reciprocated by the King of Siam who sent presents in return.

16. During the year 1909 the Sultan agreed to receive a British Officer who would reside in Trengganu and exercise functions similar to those of a Consular Officer. A few months later, in April 1910, a Treaty between Great Britain and Trengganu was signed in Singapore, which put Trengganu under the protection of Great Britain and provided for the appointment of a British Agent. A further Treaty was executed in 1919 following the report of the "Bucknill Commission" under which the Sultan agreed that for the post of British Agent there should be substituted "a British Officer, to be called the British Adviser, who shall live within the State of Trengganu and whose advice must be asked and acted upon in all matters affecting the general administration of the country and all questions other than those touching the Mohammedan Religion". Some account of the British Adviser's functions is given in the following chapter.

II.—GOVERNMENT.

17. Trengganu is governed by His Highness the Sultan in Council with the advice of a British Adviser. The State Council consists of 18 members, all of whom either hold some Government office or are pensioners of the Government. There is no un-official representation. The President of the State Council is the Mentri Besar or Chief Minister, who is at the same time the principal executive officer of the State. Immediately under him is the State Secretariat, officered entirely by Malays and in charge of the State Secretary who is the Government's official spokesman. The Chief Offices of the State, such as the Treasury, the Customs Department, and the Audit Department, are held by Malay Officers of the Trengganu Service, and the two State Commissioners at Kemaman and Besut and the District Officers are similarly Malays of the local service. The Chief Judge who presides in the Kuala Trengganu division of the High Court is a Malay though by an innovation made this year the European Legal Adviser sits with him and has equal powers with him. There are at present, 15 seconded British Officers in the State: 6 of these are officers of the Malayan Civil Service (the British Adviser, the Legal Adviser, the Commissioner of Lands & Mines, the Assistant Advisers at Kemaman and Besut and the Settlement Collector, Kuala Trengganu. Seconded Officers from the Malayan professional and technical services are in executive charge of the Police, Public Works, Medical, Forests, and Survey Departments. There is also a Preventive Officer in the Customs Department and a European Master in the Government English School at Kuala Trengganu who is also at the same time Chief Inspector of Schools, Trengganu.

18. The Treaty of 1919 is strictly observed by both parties to it and the advisory system pertains, in Trengganu in a very pure form. Except that he is a Judge of the Court of Appeal, the British Adviser is otherwise an advisory officer only and his advice is in fact asked on all matters dealing with the general administration of the State, whether they be great or small. He is not a member of the State Council but on the other hand he attends all meetings and no resolution is passed without his advice being asked. Should a meeting be held in his absence, no business is brought before the Council on which his advice has not previously been obtained.

19. The Commissioner of Lands & Mines is regarded as the British Adviser's second-in-command. The Assistant Advisers, Kemaman and Besut are responsible for keeping the British Adviser informed of all matters of administration in the State Commissioner's divisions which call for his

vice. Each Assistant Adviser sits with a Malay as a member of the Bench of the High Court of his District.

20. Except in Ramathan, the fasting month, the State Council meets normally once a week for the consideration of all general administrative questions and there are additional sessions for legislation. It met altogether 5 times in 1938.

21. The official language of the State is Malay and the official version of all Enactment, Rules and Proclamations is in the Malay (Jawi) script. But English and Romanised versions are also published and the Interpretation Enactment provides that if any difficulty as to meaning arises the English version shall be followed. Both the Muhammedan and English calendars are in use. The administrative year generally follows the English calendar but Enactments are numbered in the Muhammedan year.

III.—POPULATION.

22. The population at the 1921 census was 153,765 while at the 1931 census it was 179,789 of which 92,354 were males and 87,435 were females. The division by race was:—

Malay races	.. .. .	164,564
Chinese	.. .. .	13,254
Indians	.. .. .	1,371
Europeans	.. .. .	35
Eurasians	.. .. .	15
Other races	.. .. .	550

23. The estimated mid-year population for 1938 calculated by the geometrical method was 201,370. For the majority of the population this method is fairly accurate but the Indian population has probably trebled itself owing to recruitment for the Japanese Iron Mines.

24. There were 8,259 live births registered during the year of which 4,269 were males and 3,990 were females; the ratio of male to female births was thus 1,069 per 1,000 females born. The birth-rate was 41.01 per mille.

The number of still births recorded was 337 giving a rate of 40 per 1,000 total births.

25. The number of deaths registered was 4,785 giving a rate of 23.76 per mille; of these 2,626 were males and 2,159 were females. The highest number of deaths was 518 (in November) and the lowest 171 (in October). Deaths of children under five years of age numbered 1,083 or 43.53% of the total deaths.

The main causes of deaths as reported during the last five years have been:—

	1934	1935	1936	1937	1938
Unspecified fever and malaria ..	2,529	2,557	2,661	2,761	2,756
Convulsions ..	1,031	996	1,095	867	1,245
Intestinal Diseases ..	273	264	172	183	113
Beri-beri ..	68	76	61	23	31
Respiratory diseases ..	134	143	140	90	115
Maternal Mortality ..	51	77	64	53	65
Old age ..	308	238	217	212	229
Accidents ..	63	50	66	60	39
Other causes ..	133	218	197	182	192
Total ..	4,590	4,619	4,683	4,431	4,785

A closer analysis of the causes of deaths would be useless since the number of deaths certified by qualified medical practitioners amounted to less than 4% of the total and for the rest returns from Deputy Registrar have to be followed.

Of the 2,756 cases of unspecified fever and malaria, 86 were due to malaria (two of which were due to black water fever) five were stated to be due to *demam kepialu* which means in effect a long continuous fever and might possibly be enteric or typhus. As to the others no cause can be assigned.

26. Maternal Mortality—Sixty five women were stated to have died as the result of child-birth giving a rate of 7.89 per thousand and total births (alive and still). Two women died as the result of abortion.

The number of deaths of children aged under one year was 1,164 or 28.93% of the total number of deaths of which 953 were males and 701 were females. The infantile mortality rate was 200.26 per mille. The mortality rate of children under the age of 4 weeks per 1,000 live births was 76.89.

IV.—HEALTH.

27. The Medical and Health Department is under the charge of Medical Officer seconded from the Malayan Service. The staff during the year 1938 was as follows:—

Medical Officer	1
Assistant Medical Officers	3
Male Dressers	29
Staff Nurse	1
Nurses	2
Midwives	4
Vaccinators	4
Health Inspectors	3
Clerks	4
Steward & Store-keeper	2
Menials	46

There are 4 private Asiatic doctors in the State who are employed solely by the mines and estates.

28. The most reliable information as to the incidence of disease in Trengganu is to be obtained from the statistics of patients treated by the Medical Department. As has been pointed out the reports of deaths are more trustworthy as to the fact than the cause.

29. The incidence of Malaria varies widely in different parts of Trengganu. The coast line, where approximately two thirds of the population reside, is comparatively free. Inland from the coast the incidence of malaria rises rapidly—particularly amongst the people living in the upper reaches of the North Trengganu rivers. Fortunately the population of these districts is sparse and inhabitants live mainly by shifting cultivation. The Perhentian islands are highly malarious—the spleen rate being over 90%. In June of this year—the Health Officer, Pahang was consulted, and after his visit to the Islands he suggested that a ravine at the back of the largest Kampong on Pulau Perhentian Kechil should be cleared and oiled. This was done in August and during a survey made in October no anopheline larvae were found. It is too soon to draw any conclusions but it is hoped that after further clearing has been done in 1939, the malarial rate will drop. Pulau Perhentian Besar will be very difficult to deal with; its former population has long virtually abandoned it.

The island Pulau Redang has a lower incidence, the spleen rate being approximately 35%.

The following figures are relevant:—

	1937	1938
Number of deaths reported as being due to malaria	84	86*
Number of deaths reported as being due to fever unspecified	2,677	2,670
Number of deaths reported as being due to convulsions	861	2,670
Total death rate per mille	22.33	23.36
Number of out-patients treated by Dept. for malaria	20,860	20,318
Percentage	14.64	15.39
Number of in-patients treated by Dept. for malaria as principal disease	579	1,305
Percentage of Malays (i.e. the stable population admitted into Government hospitals suffering from malaria as the principal disease)	7.08%	16.49%
Spleen rate of school children	3.02%	2.65%

*Of 86 cases of death from malaria in 1938, 2 were due to Black water fever.

As regards the mines and estates, there were 10 deaths from this cause in an average monthly population of 7,084 as compared with 15 deaths in an average monthly population of 7,073 during 1937.

30. There were no cases of plague, cholera, smallpox or other dangerous infectious disease.

31. Primary vaccinations against smallpox numbered 7418 and re-vaccinations 115, a total of 7,418 as compared with 12,394 in 1937. No difficulties are encountered by the vaccinators in performing their work.

32. The following table shows the number of cases of the typhus group of fevers which have been diagnosed so far; all have been confirmed by serological tests:—

Type	"Scrub" Typhus		"Shop" Typhus		Deaths
Serological Type	B. Proteus X "K"		B. Proteus X "W"		
1935	3		0		1
1936	2		2		1
1937	2		1		0
1938	0		1		0

The number of deaths reported to have been due to diseases of the bowel was 111 against 183 in 1937.

The continued low incidence of dysentery and enteric fever is remarkable in view of the low hygienic standard that obtains in regard to conservancy and water supplies. Doubtless the filtering action of the sandy soil on the coast plays a great part while the people living on the banks of the rivers are too scattered to pollute the rivers to any serious extent.

33. Beri-beri is most prevalent in December, January and February i.e. towards the end of the Northwest Monsoon and is mostly of the peripheral neuritic type. It is a not infrequent complication after child birth and enteric and severe malaria.

Dramatic results are obtained in cardiac cases by using injections of vitamin B, but unfortunately the same excellent results are not obtained in the neuritic cases which are slow to respond to any form of treatment.

The disease is mostly confined to the coastal population where polished rice is eaten.

It is rare to find cases in the interior where home grown unpolished rice is the staple diet.

This year there has been a further decrease in the number of cases, 790 patients being treated as compared with 1190 in 1937, but there were 31 deaths compared with 23 last year. There was no death due to Beri-beri on any of the mines or estates.

34. The number of cases of yaws treated by the Department during the last five years have been:—

Year	Admissions In-patients	Percentage to total admissions	Out-patients treated	Percentage to total number of out-patients treated
1934	422	23.24	3,995	4.24
1935	324	13.68	4,334	3.78
1936	257	10.45	2,845	2.17
1937	231	6.78	3,604	2.59
1938	114	3.01	11,123	8.43

Of 2,909 school children examined only 2.61% showed signs of yaws as compared with 3.8% in 1937, and these cases only showed the tertiary lesions.

The fact that 11,123 cases were treated this year does not mean that there has been any increase in the disease but merely that in September, October, and December an intensive campaign was carried out with Stovarsol.

35. Venereal disease is notoriously common and is often attended to by quacks though patients are encouraged to go to hospitals. So far as hospital records show there has been a slight decrease in cases of syphilis and gonorrhoea but an increase in other venereal diseases especially a virulent soft sore apparently imported by sailors at Dungun. It might be mentioned that free treatment is available to sailors at Dungun and other ports but no advantage has been taken of it.

HOSPITALS.

36. The following accommodation is now available for inpatients:

Kuala Trengganu Hospital	190 beds
Dungun Hospital	20 "
Kemaman Hospital	28 "

The charges are moderate, being 40 cents a day for admission to the general wards (payment is usually made by companies on behalf of their coolies) and \$1 per day in the case of the special wards. People unable to pay are admitted free.

37. The following is the summary of the work performed at the hospitals:—

	1 9 3 8			All Hospitals including Transfers
	Kuala Trengganu General Hospital	Kemaman Hospital	Dungun Hospital	
Total number of Admissions	2,101	1,062	620	3,783
" " Females admitted	364	68	19	451
" " Malays admitted	892	165	104	1,161
" " of deaths	67	42	11	120
Number of deaths per 100 admissions	3.19	3.95	1.77	3.17
Number of deaths excluding cases dying within 48 hours of admission	48	25	11	84
Number of deaths per 100 admissions excluding cases dying within 48 hours of admission	2.28	2.35	1.77	2.22
Number of cases of child birth conducted in maternity ward	103	21	4	128
Number of operations (excluding teeth extraction)	216	127	72	415
Number of deaths after operation	7	1	—	8
Number of cases treated by dental extraction	205	146	8	359

DISPENSARIES.

38. There are permanent Dispensaries at the following places:—

Kampong Raja, Besut
Kampong Buloh
Kuala Trengganu Town
General Hospital, Kuala Trengganu
Kuala Brang
Hospital, Kuala Dungun
Hospital, Chukai Kemaman.

39. In addition, there are small dispensaries at Setiu and Kemasek each in the charge of a travelling dresser while a travelling dresser is attached to the Kampong Raja Dispensary and to each of the Hospitals; these travelling dressers are all Malays. The work of the travelling dressers is greatly restricted during the period of the north-east monsoon (November–March). The State is, in general fairly well served by these dispensaries and travelling dressers. In November 1938, this department purchased its own out-board motor and boat and it is hoped that a far greater scope of work will be covered along the various rivers.

40. The number of new cases treated by these dispensaries and travelling dressers was 131,972 while the total number of attendances was 57,673. The total number of new cases in 1937 was 125,640.

In addition to performing vaccinations, the vaccinators distribute medicine during their visits and the number of cases so treated was 21,114.

41. Eleven rural police stations and four customs stations which are situated in places where there are no dispensaries, are supplied with small stocks of simple drugs such as quinine, antiseptic lotions and ointments, etc., for distribution and 1,170 treatments were given.

42. There is no dispensary in the extreme South of Trengganu. The Jabor Valley Estate is paid a small sum of money in return for medical attention to the few Government servants who are stationed there.

43. The prison hospital at Kuala Trengganu has now been closed and the prisoners came to a special ward in the hospital.

MENTAL DISEASE AND LEPROSY.

44. Mental patients are no longer kept in the prison as was done before 1938, and now come to a special ward in the Kuala Trengganu hospital built in 1938. If after supervision for some time there is no likelihood of improvement, they are transferred to Singapore Mental Institution.

The following table refers to the lunatics maintained at the Singapore Mental Hospital:—

	Males	Females	Total
Remaining on 1/1/38	10	2	12
Admitted	8	2	10
Total Treated	15	0	15
Discharged	1	0	1
Died	3	0	3
Remaining on 31/12/38	17	2	19

45. Lepers are sent to the Sungei Buloh Settlement in Selangor and there maintained at the expense of Trengganu. At the end of the year there were 11 male lepers and 1 female leper so maintained.

MATERNITY AND INFANT WELFARE WORK.

46. It is hoped with the help of the five mid-wives in the department to build up gradually a child welfare service. After delivery, they are expected to pay ten daily visits to the mother and child. When not otherwise engaged, they assist in the treatment of women and children in the dispensaries. The staff-nurse and nurse are also qualified mid-wives.

47. A maternity and child welfare clinic is run in conjunction with the Kuala Trengganu Town-Dispensary. The following table compares the number treated during the years 1937 and 1938:—

	1937	1938
Number of infants treated under 1 year of age	225	225
Number of children treated aged 1—12 years	1,117	1,271
Cases receiving ante-natal treatment	69	103

418 maternity cases were conducted in hospital or at patients' houses.

PUBLIC HEALTH AND SANITATION.

48. There are Town Boards at the following places: Kampong Raja (Besut), Batu Rakit, Kuala Trengganu, Marang, Kuala Dungun, Paka, Kretay, Kemasek, Kijal and Chukai (Kemaman). In most cases there are unofficial as well as official members on the boards and in all cases the Presidents are Malays.

The Medical Officer is also the Health Officer in Trengganu and the Assistant Medical Officers at Dungun and Kemaman act as Assistant Health Officers.

There are qualified Health Inspectors at Kuala Trengganu, Dungun and Kemaman while Dressers act as Health Inspectors in the smaller places.

49. As has been pointed out, the larger towns are free from malaria and anti-malarial measures are most required where they are most difficult to achieve.

No oiling is done by the Government except at Marang and, this year, at Pulau Perhentian Kechil.

As yet there is no legislation with regard to mosquito control but it is proposed to bring this matter to Government's notice again in 1939.

50. As regards Sewage Disposal the following systems are in operation:—

Kuala Trengganu.—The "double-pail system" stated in 1937 has continued to work satisfactorily and there are 526 latrines being served by the two conservancy lorries.

Kuala Dungun.—The conservancy system here has increased its service from 121 at the end of 1937 to 208 latrines at the end of 1938.

Chukai (Kemaman).—The private contractor continues to serve the town satisfactorily. There are 297 latrines in all, an increase of 27 over the 1937 figure.

51. Disposal of refuse is by control of tipping in the larger towns and by burning and burial in the villages.

In Kuala Trengganu there are 3 lorries used to remove rubbish and one in Kemaman and one in Dungun.

In all the towns and larger villages water is obtained from shallow, and, for the most part, unprotected wells while in the upper country districts it is usually obtained from the rivers. The water is of fair quality thanks to the sandy nature of the soil but in larger towns a certain amount of pollution goes on owing to the absence of a proper drainage system.

52. During the year boring has been carried out by the Public Works Department in the hope that an adequate supply for the town could be found. These efforts have proved unsuccessful and a further search will have to be made in 1939.

53. The drainage systems are poor and concrete drains are few, but the whole area of Kuala Trengganu town has been surveyed and it is hoped that in 1939 a proper drainage system will be commenced.

54. Inspection of houses is regularly performed at Kuala Trengganu, Kuala Dungun and Kemaman by the Health Inspectors and recommendations are made to the Town Boards.

Sixty four houses were recommended for demolition at Kuala Dungun and 28 houses at Kuala Trengganu while similar action was taken in a number of cases in the other towns. Action has already been taken in the majority of these cases.

55. Twenty five Government schools and 6 private schools were inspected by the Assistant Medical Officers and Senior Dressers. All the children underwent a medical examination and were later given the opportunity of treatment. The number examined was 3,229 which was 90.09% of the number on the roll.

Apart from other complaints dental caries is very prevalent but an Assistant Dental Officer will be appointed in May 1939 and work will be commenced amongst the school children.

56. There are in Trengganu two iron ore and three tin mines that employ labour on a large scale and two estates that also employ many labourers.

This year there has been a steady improvement in the health and living conditions in most of these mines and estates.

All the larger estates and mines are visited by the Medical Officer or Assistant Medical Officers and Health Inspectors as well as many of the smaller ones.

Several of the larger concerns have their own hospitals.

MISCELLANEOUS.

57. There is no Veterinary Department in Trengganu and any work of this nature falls on the Medical Department. There was no epidemic of any importance in the State.

58. The following buildings were completed for the Medical Department during the year:—

Kuala Trengganu.—

Two wards for third class patients each containing 30 beds

One second class female ward of 6 rooms.

One ward of 6 rooms for mental patients.

Also a new 110 volt D.C. electrical plant was established. The old plant will be established in Dungun Hospital.

Kampong Raja, Besut.—

A six-roomed emergency ward was partially completed.

Kemaman.—

The new administration block (including an operating theatre) was completed in February.

V.—HOUSING.

59. The bulk of the people are peasants and fishermen and are housed in buildings of split bamboo or bark walls and thatched roofs. The local standard of living does not enable the average household to indulge in plank walls and corrugated iron roofs and the houses, which are raised off the ground, are airy and cool. Sometimes these houses are set at a distance from others but it is common to see a cluster of them, perhaps on a river bank or under the coconuts on the sea-shore, built close together in no particular order and unsupplied with either drainage or latrines. The constant alternation of bright sunshine and heavy rain is a great factor in sanitation and accounts for a comparative freedom from flies.

60. The only places of any size besides Kuala Trengganu are Chukai (Kemaman), Dungun, and Besut. In all these towns wide municipal limits were set some years ago and the By-laws do not allow the erection of buildings in these areas unless plans have been previously passed by the Town Board. This prevents the erection of unsuitable new buildings or their over-crowding due to the unauthorised construction of cubicles. Many of the buildings in the shop area of Kuala Trengganu are old and cramped but they get the benefit of a good sea breeze which blows most of the year round.

During the year Bukit Payong, a rapidly growing village 8 miles from Kuala Trengganu was brought under the control of the Kuala Trengganu Town Board.

61. In the few places of employment in the State where large resident labour forces are employed care is taken that suitable housing accommodation, approved by the Medical Officer, is provided.

VI.—NATURAL RESOURCES.

GENERAL SURVEY.

62. The most important products are tin, wolfram, iron, rubber, rice, fruit, coconuts and fish.

The mines are practically all organised on a capitalist basis—there is little individual “washing”.

Agricultural land is largely held by peasant proprietors though there are three large European Estates employing labour.

Labour both in mines and estates is mostly Chinese and Indian, all on monthly agreements.

Metals mined are practically all exported as is rubber and a large proportion of the copra produced from coconuts.

Rice and fruit is practically all consumed locally—indeed the country is far from self supporting as regards rice.

Much fish is exported, mostly in a preserved state.

Appendices F and G give further information as regards natural products.

Weaving of silk, and cotton cloth, chiefly for sarongs, and the making of white metal ware are the most important manufacturing industries. Both are cottage industries.

There is considerable local demand as well as export but no figures are available as regards the former.

Land is held from the State, usually in perpetuity in the case of agricultural and town land and on 21 year leases in the case of mining land. Licences to divert water from rivers for industrial purposes are needed, the water belonging to the State.

The system of land tenure which is gradually being introduced is based on the Torrens system. Further information will be found in Chapter XVII.

MINERALS.

63. *Mineral Resources.* Trengganu is rich in mineral ores of various kinds, the chief of which are tin, iron, wolfram, and manganese. No further news has been received as to the possibilities of using the deposit of zinc ore which was mentioned in the 1937 Report.

The main mineral-bearing areas are found in the Districts of Kemaman and Dungun, but indications of outcrops have now been found in Ulu Trengganu and there is also a small old tin-bearing area still being worked in the very inaccessible Pelagat valley in the Besut District and there is a small wolfram mine at Bukit Bidong, north of Kuala Trengganu not far from the sea.

The possibilities of the further development of existing and the discovery of new areas is largely an unknown quantity, but it can safely be said that, from indications which exist at present, there are good grounds for believing that Trengganu will improve its position as an ore-exporting country, when road communications and other administrative essentials have developed to the stage at which more capital can be attracted for the proper prospecting and proving by modern methods of large areas which are still difficult of access.

64. *Tin.* Tin ore is both alluvial and lode, but most of the old alluvial areas have either been worked out or are rapidly approaching that state. It is lode mining therefore that holds the greatest promise for the future. The main working lode mines are at Freda (on the Bundi Concession), Sungei Ayam (on the Concession of that name) and at Kajang, close to Sungei Ayam, but there are distinct possibilities of new lode mine development in the valley of Sungei Pelantoh (a tributary of the Sungei Kemaman), and in Ulu Dungun.

65. The operation of the International Tin Restriction Agreement bore hardly on Trengganu during 1938, and, for the last quarter of the year the permissible exports of tin totalled only 52.4 tons. It is hoped that part of the assessment surrendered voluntarily by Trengganu in the past will be made available for the State in 1939.

66. A heavy blow was also struck to the mining industry by the murder in January of Mr. Lui Ah Hon, owner and manager of Bundi and Freda Mines, which together produce an appreciable proportion of the tin of Trengganu. The work on the mines in three months following his death was entirely dislocated, and under-production in the first and second quarters of the year resulted.

67. The Ishihara Sangyo Koshi Mine at Machang Satahun in Kemaman made preparations during the year to work the finds of tin ore which have been discovered in conjunction with their iron ore deposits. It is hoped that they will be in a position actually to produce early in 1939.

68. *Wolfram.* Three wolfram mines were in operation and the production for the year amounted to 120 tons valued at \$174,641.00.

The Bukit Lentor area remained closed for applications during the year, that is while a portion of it was being prospected by the East Asiatic Co., Ltd. Unfortunately, the Company did not feel encouraged to apply for a lease to work wolfram on a large scale, and, at the end of the year the area was again open for general applications for prospecting.

A number of applications have been received, and it is hoped that mining may start there on some considerable scale in the near future.

69. *Iron ore.* There are two iron mines in the State, both Japanese-owned, the one at Bukit Besi in Dungun worked by the Nippon Mining Co., Ltd. and the other at Machang Satahun near Kemaman worked by the Ishihara Sangyo Koshi Co., which owns several large iron mines in the State of Johore. The former is by far the larger concern.

The export of ore from the Nippon Mining Company amounted to 806,770 tons during the year, and, would have been considerably more had it not been for the labour troubles amongst the Chinese Workmen employed. Details of these troubles are given in Chapter VIII under "Labour".

The mine at Machang Satahun produced 98,546 tons of ore during the year.

Tin ore and wolfram were exported to Singapore, and, all iron ore and manganese were exported to Japan.

70. *Mining Leases.* Seven thousand two hundred and seventy five acres were held under mining leases and 3,429 acres under mining certificates. The latter will be exchanged for leases after final survey.

71. *Prospecting Licences.* Thirty seven applications were received during the year. Fourteen were approved, 4 were withdrawn, 10 were refused and 9 were still under consideration at the end of the year.

Twenty six prospecting licences and permits covering an area of 24,580 acres were approved during the year. The majority of these applications covered areas which are to be prospected for tin. It should be explained that a Prospecting Licence carried with it the right to a lease subject to certain general or special conditions while a Prospecting Permit does not.

72. *Administration.* The Mines Department is administered by the Commissioner of Lands & Mines with the assistance of two Asiatic Mining Overseers, one stationed at Kemaman and the other (appointed during 1937) at Dungun. The Assistant Adviser, Kemaman, also acts in an honorary capacity as the Commissioner's Deputy in the Southern part of the State, where 90 per cent of the mining takes place.

73. Technical advice was obtained during the year from the Warden of Mines, Johore. He paid one visit of inspection to the State during the year.

No important legislation in connection with mining was passed during the year.

74. No doubt there is a large area of potential mining land as yet undeveloped but it is impossible to give figures of the area. Apart from the absence of a topographical survey and the fact that large areas have yet to be prospected, it is impossible in a country in which the question of "tailings" is of special difficulty to estimate with any degree of accuracy the extent of future developments.

AGRICULTURE.

75. *General.* The possibilities of agricultural development in Trengganu are great as, with few exceptions, only the coastal belt has been developed. Rapids in the middle reaches of the Trengganu River have doubtless hindered development in land—Malays being essentially a riverine people. The main exceptions are the Trengganu and Besut river plains, where most of the rice grown in the State is produced, and the Jabor, Ulu Kemasek and Kuala Telemong areas which have been planted with rubber, mostly by Chinese. The population is lacking to develop the large tracts of agricultural land that are waiting to be opened up. Over the past ten or twelve years there has been an infiltration of colonists into the Besut District from Kelantan, where there is definite land hunger, but the rate of colonisation has been disappointingly slow. Still, the fact that this colonisation is taking place makes Besut the one district in the State where there are possibilities of much agricultural development in the near future. Over most of the rest of the State, in areas where there is vacant land, the existing population owns more land than it can effectively cultivate. It will be a long time before the natural increase in population forces more intensive agricultural development in these areas. It is unfortunate in some respects that, although there is land hunger in parts of the developed coastal belt, there seems little hope of persuading the landless there to move into the interior, for the reason that the dwellers on the coast have from time immemorial been primarily fishermen, with agriculture as the second string to their bows. This is not to say of course that the fishing industry is not a great asset of the State.

76. *Administration.* Agricultural affairs are administered by the Commissioner of Lands. Trengganu has the benefit of the advice of the State Agricultural Officer, Kelantan who pays periodical visits. This Officer visited Trengganu five times in 1938. The staff of the Agricultural Department was three Assistant Agricultural Officers and six Agricultural Subordinates. One of the Assistant Agricultural Officers and four of the Agricultural Subordinates were in Kelantan undergoing training most of the year.

77. *Experimental Stations.* Twenty five acres of land were reserved at Kuala Trengganu for a Central Agricultural Station. Work on the Station will commence in 1939. A padi test plot of nine acres was also acquired in the Besut District.

78. *Agricultural Shows.* Successful District Shows were held at Kuala Trengganu, Kemaman, Besut and Dungun. His Highness the Sultan went to Besut to open the show there and the British Adviser and many leading Officials attended. Interesting exhibits and demonstrations of rubber treatment were arranged by the State Agricultural Officer, Kelantan.

79. *Pests.* The principal agricultural pests are rats, squirrels, and wild pigs and, particularly on some islands, monkeys. Rats are, undoubtedly, a difficult problem in the undeveloped areas of the State, and, the Agricultural Department are watching the situation. They are, however, frequently adduced as an excuse for the impossibility of planting "wet" padi, and their effect is likely to be overstated. As in 1937 rewards were paid to encourage the destruction of pests. For the first time rewards were offered for the destruction of monkeys on Pulau Redang and Perhentian Islands where these animals caused much loss to the inhabitants. Twelve shot guns were purchased for the use of Penghulus and Keruas in dealing with pests in their districts. Rat poison was distributed to paddy planters throughout the State.

80. *Principal Crops.* The principal crops produced in the State in order of importance are rice, rubber, cocoanuts and arecanuts.

81. *Rice.* Rice is grown mainly in the flat plains between the coastal "gongs", and the hills and some 40,000 acres are cultivated annually. There are two main methods of planting practised—"chedongan" which is the normal method of planting "wet" padi throughout Malaya and "tugalan" which consists of dibbling seed into ploughed lands and making no provision for irrigation by constructing watercourses, and embankments. A further method known locally as "taburan" which consists of sowing seed broadcast on ploughed land as corn is sown in temperate climates, is declining in popularity. Most of the meadow land in the State of which there is a good deal is abandoned "taburan" land. A fourth method known as "padi huma" is practised in the higher parts of the river valleys but is discouraged as being a very wasteful and harmful means of cultivation consisting as it does in clearing jungle, usually on a hillside, planting one or two crops and then abandoning the clearing in favour of a new one; this practice impoverishes the soil and resulting erosion will cause, eventually, much damage.

82. *1938 Harvest.* Much of the rice is grown on land not yet even roughly surveyed. There is, therefore, a big margin of error in the estimates of the area planted, and of the crops harvested. It is estimated that in the 1937/38 season there were 32,310 acres planted with wet rice and 10,230 acres under dry rice. The harvest is estimated to have been 15,087 tons and was considerably less satisfactory than in 1937. Particulars are given in Appendix D. The prospects for the 1939 harvest are good as the padi was well established before the monsoon floods occurred.

83. *Rubber.* Four thousand and one hundred and fifty five tons of rubber valued at \$2,138,893 were exported during the year as compared with 5,343 tons valued at \$3,701,910 in 1937. Trengganu's quota like

that of other States was considerably reduced in 1938 and the average price realised was less than in 1937. The total acreage under rubber is about 43,000 acres. This is a corrected figure against last year's estimate of 46,000 acres. There are only three European owned estates. Kretay Estate, owned by the East Asiatic Co., Ltd. Kretay Plantations and the Jabor Valley Estate of the Bukit Mertajam Rubber Co., Ltd. Apart from a few, mostly Chinese-owned, estates of over 100 acres, the remainder of the planted area is owned by Malay small holders.

84. The quality of the rubber produced by these small holders is still slowly improving. A great fillip was given to the preparation of smoked sheet rubber by the decision taken in 1937 at the instance of the Controller of Rubber to prohibit the importation of slab rubber into the Colony, Federated Malay States, and Johore. Besut District has been very satisfactory to note the number of new mangle sheet machines that have been imported and the number of small smoke-houses that have been erected since the bottom fell out of the low-grade market. The Rubber Research Institute of Malaya seconded one of their Malay instructors to Trengganu early in the year, and great success attended his effort to persuade small holders to make their own sheet. Slab rubber is now rarely seen, and the instructor has induced a number of the owners of the bigger holdings to erect small smoke-houses instead of leaving all smoking to the dealers as in the past.

85. *Copra*. Twenty nine thousand and seventy nine pikuls of copra valued at \$97,592 were exported as against 24,476 pikuls valued at \$139,459 in 1937, but the value of the total copra production of the State is very considerably in excess of this figure.

86. *Arecanuts*. Seventeen thousand and two hundred and eight pikuls of arecanuts valued at \$118,977 were exported as against 13,494 pikuls valued at \$84,541 in 1937, but here again there is considerable production for local consumption concerning which there are no statistics.

87. *Vegetables & Spices*. Other comparatively important crops, of which as yet no statistics whatsoever exist, are vegetables and spices. Vegetables are grown by Malays and Chinese for their own consumption and for sale in the local market.

88. *Tobacco*. The production of tobacco is still on the increase from last year, and the inhabitants of the up-river districts, where the alluvial areas in the flood channels of the large rivers are very suitable for tobacco growing, are going in more and more for growing tobacco for their own consumption. There is a Chinese cheroot factory in Kemaman which now obtains much of its supply of cured leaves locally.

89. *Gambier*. One thousand eight hundred and sixty one pikuls valued at \$54,290 were exported in 1938. This is a considerable increase on 1937 when 1,299 pikuls valued at \$34,434 were exported. The export is entirely to Kelantan and Siam. It is mostly grown in Ulu Trengganu. It is also hoped that gambier growing will increase in Besut.

90. *Various*. More attention is paid to oranges in Trengganu than is generally the case in Malaya and though the total area under oranges is not large, some orchards, notably that of the Dato Mentri Besar, produce fruit far juicier and sweeter than the usual Malayan oranges. It is hoped to work up a small export trade to Singapore in these oranges and also in cashew nuts, whose trees grow freely near the coast.

IRRIGATION.

91. An investigation and report by the Adviser on Drainage and Irrigation in 1937 has shown that there are great possibilities for irrigation in the Besut plain. As a result of this report arrangements have been made to share with Kelantan as from 1/1/39 the services of a Senior Drainage and Irrigation Engineer. Most of his time will be spent in Kelantan as that Government will pay four-fifths of his salary. Much preliminary investigation will be required before any large scheme is embarked upon, but it is hoped that various minor irrigation schemes which seem promising may be proceeded within the near future.

Minor improvements to the Kayu Kelat dam at Besut were effected at a cost of \$300.00 and an irrigation canal was constructed at Sungai Sekati in Kuala Trengganu District at a cost of \$172.

LIVESTOCK.

92. There is no Veterinary Department in the State. The last census of livestock was held in 1932. The census figures, together with some estimated figures for 1938 are as follows:—

			1932 census	Estimated 1938
Buffaloes	..	..	20,250	30,000
Cattle	..	..	22,600	40,000
Goats	..	..	5,700	6,000
Sheep	..	..	2,600	2,500
Pigs	..	..	4,500	5,000
Poultry	..	..	228,000	250,000

A census is being taken in 1939. Nearly all the livestock belongs to peasants.

93. The State has many advantages for stock-raising. The local custom of planting land with padi taburan and padi tugalan and then

frequently allowing it to lie fallow for one or more years results in grazing facilities being much more extensive than in the West. Moreover, attention was given during the year to the provision of adequate grazing ground reserves in all the Districts. There is good reason to believe that a large export trade could be developed. At present exports are small, only 459 cattle and 212 buffaloes being exported in 1938. The export of female buffaloes and cattle is prohibited at present.

Provision was made in the estimates for a beginning towards the establishment of a Veterinary Department by the appointment of two probationary live-stock inspectors who were to receive special training in Kedah. Unfortunately Kedah was unable to receive them but they will be sent there for training in 1939.

RUBBER REGULATION.

94. A European Rubber Regulation Officer was appointed as assistant to the Deputy Controller of Rubber, the Commissioner of Lands and Mines, in March. A separate Rubber Regulation Office was then formed, staffed with two clerks and a typist. The Commissioner's Office staff was thus relieved of Rubber Regulation work, and Settlement Officers were no longer employed on inspection in connection with assessments.

Inspections were made at Jabore, Kemaman, Kemasek, Paka, Dungun, Kuala Trengganu and Ulu Trengganu. It was decided to re-inspect the whole of Besut District, which had only been partially inspected. A Rubber Inspector, Inspector's clerk, 3 mandors and 3 coolies were temporarily engaged for this work. As a result of the new International Agreement permitting new planting up to 5 per cent of the existing planted acreage 40,865 share certificates representing rights to plant 2,043 acres were issued. It is estimated that certificates for about 30 acres remained to be issued at the end of the year. The new planting may not take place until 1939.

95. *Assessment.* The estimated assessment for 1938 was 7,373 tons, the final assessments after inspections and revisions was 7,674 tons. The average rate of release for 1938 was 55%—which, on 7,674 tons, is equivalent to 4,220.70 tons.

96. *Production and Export.* The rates of release for the four quarters of 1938 were 70% (16 katis a unit), 60% (14 katis a unit), 45% (11 katis a unit), 45% (10 katis a unit), or an average release of 55% (12¾ katis a unit).

Credits and Coupons issued amounted to 4,128.06 tons to which had to be added 82.33 tons brought forward from 1937, giving a total permissible export of 4,210.39 tons.

4,155 tons were exported; 50.90 tons being transferred to other administrations; Coupons and Credits not used and cancelled totalled 0.43 tons and the balance of 4.06 tons was carried forward to 1939.

Stocks of rubber held by Dealers, covered by export credits was 4.06 tons at the end of December, 1938.

Stocks of rubber held by Estates over 100 acres not covered by export credits, was 335.99 tons at the end of December, 1938.

97. *Area under Rubber.* An acreage of 63,500 acres of holdings contain an estimated acreage of 43,000 acres of rubber made up as follows:—

	No.	Area	Area rubber	Assessment tons
Large Estates (over 100 acres)	39	22,355	15,597	2,845.55
Medium Estates (between 25 & 100)	111	6,593	5,007	974.66
Small Holdings (under 25 acres)	10,270	34,552	22,396	3,853.79
		63,500Ac.	43,000Ac.	7,674.00

98. *Experimental Planting.* An area of 91 a. 1 r. 60 p. was approved for experimental planting and completed by the end of December 1938.

99. *Prosecutions.* The most frequent infringement of the law was illegal planting and there were 25 prosecutions for this offence, 4 for making false reports, 1 for being in possession of rubber without documents and 1 for being in possession of Coupons not being a dealer or land owner.

There were 26 convictions, 5 of the illegal planting cases still being unheard at the end of the year.

The Police at Besut found two lots of rubber, which they presumed were awaiting a favourable opportunity to be smuggled out of the country. The rubber, 42.81 Piculs, was later removed to the Police Station, Kampong Raja, and as there were no claimants, was confiscated and destroyed.

The Customs also had nine sheets of rubber weighing 11 katis handed over to them which was found in the sea off Pulau Bara and as this was unclaimed it was also confiscated and destroyed.

100. *Malayan Rubber Fund.* Trengganu Account.

The Trengganu Domestic Fund had a balance of \$1,116.49 in December, 1937. Receipts during 1938 were \$18,658.90 and payments \$17,772.54 leaving a balance at the end of December 1938 of \$2,002.85.

Kuala Lumpur Office also paid on Trengganu account \$23,000 odd, which included a grant of \$3,000 towards the cost of a new Customs Motor boat at Besut, so that the total expenditure on Trengganu account for 1938 was over \$40,800.

Mr. P. A. B. McKerron, M.C.S. officiated as Deputy Controller from January until succeeded by Mr. J. Falconer, M.C.S. on 17/3/38. Mr. Falconer was again succeeded by Mr. W. F. N. Churchill, M.C.S. on 31st August, 1938. All these gentlemen officiated in addition to their own duties as Commissioner of Lands and Mines, Trengganu.

FISHERIES.

101. Fishing is the most important local industry from the point of view of the numbers who obtain a livelihood from it. The coast of Trengganu and adjacent islands provide fishing-grounds which are among the best in the Peninsula.

The fishing boats are all built locally and provide constant employment.

The catches of fish are all landed locally and to a considerable extent later re-exported to Singapore in the form of dried fish; there is no refrigerating system.

The fishermen are Malays and the exporting merchants are Chinese. As before, Japanese poachers gave trouble.

At present license to export dried fish is necessary and a scheme is under consideration under which on all applicants for licences will have to furnish a bond or cash surety as a means of weeding out applicants whose capital is insufficient and in consequence fail to pay their fishermen.

102. The past year saw an appreciable improvement in the position of the fishing industry. Comparative figures of exports of fish for the last 3 years are as follows:—

	1936		1937		1938	
	Quantity piculs	Value \$	Quantity piculs	Value \$	Quantity piculs	Value \$
Dried Fish	90,848	647,597	85,157	609,081	94,045	647,495
Belachan	13,640	131,799	4,420	31,319	13,283	110,442
Other Marine Produce	12,690	78,994	4,118	25,801	8,389	55,669
	858,390		666,201		813,606	

Belachan is a highly-seasoned and malodorous shrimp paste.

103. There are sporting fish to be found notably the Spanish mackerel (tenggiri) the tunny (ayer—called tong-kol on the west coast) and the barracuda (tenok).

The big passenger motor boats which ply up and down the coast usually trail a long wire line behind with a strip of white cloth or similar lure. Not many fish are caught in this way—the engines of a motor-boat evidently have a deterrent effect. But occasionally a fish (usually a Spanish mackerel or tunny) will be hooked, when the boat is immediately slowed down lest the hook be torn out of the fish's mouth, and it is hauled on board amidst the cheers and laughter of the passengers.

Tunnies are plentiful especially in the stretches between Pulau Kapas and Dungun though they are not often large—they are usually of 5 to 6 pounds in weight. In the calm sea an area of about the size of a tennis court will suddenly be seen to boil with tunnies pursuing their prey. Through and around the turmoil the Malay fisherman paddle furiously, trailing their lines and hauling in the fish in numbers. Then the turmoil suddenly subsides and there is calm for ten minutes or so when the sea suddenly boils again a few dozen fathoms away.

FORESTS.

104. Little exploration was carried out when compared with the two previous years as reservation could wait until more progress had been made in the constitution of the reserves preliminarily notified. The only areas explored were the Bukit Laba ridge and the range of hills to the east of Sungei Melong, both of which lie between the Dungun and Merchang rivers where there are no preliminarily notified reserves. The former area was found to be disappointing and unsuitable for reservation for commercial purposes, but the latter proved to be excellent forest with *kapur* the predominant species. Situated as it is with good water transport to Dungun available this area must become valuable commercial forest. Further examination, however, is required to ascertain the northern limits of the range which may extend to the hills at Bukit Penghulu Diman near the Kuala Brang—Kuala Trengganu road.

105. Progress was made with the demarcation of the reserves preliminarily notified in 1937, any modifications necessary being made to the boundaries as the work proceeded. Demarcation has been practically completed in the case of the following proposed reserves, Sungei Tong (7,000 acres), Bukit Bauk (33,000) and Jabor (14,000) and considerable progress has been made with Gunong Tebu and Rasau—Kreteh—Ulu Chukai reserves of 70,000 and 152,000 acres respectively. The enquiries specified in the Forest Enactment have been completed only in the case of Gunong Tebu proposed reserve, but it is likely that the others will be finished early next year.

106. To encourage more thorough exploitation the Forest Rules were amended to allow *kapur* and *keladan* timber of round-wood size paying a lesser royalty than heretofore. The prohibition on the export of *chengal* was raised for Jabor mukim in Kemaman district to permit this timber which can only be removed via Pahang, being worked on land alienated or about to be alienated.

107. There were 37 forest offences against 57 in 1937, none being of a serious nature. Twenty one cases were taken to Court and fines inflicted amounted to \$185.

108. Shifting cultivation is practised in the interior but is practically confined to areas of young secondary growth and so may be viewed lightly from the forest point of view. A bad feature, however, is the clearing which frequently takes place right to the edge of a river, even where the banks rise steeply, and a greatly increased rate of silting must be one of the consequences of this practice. The Land Office endeavours to stop this practice.

109. No silvicultural work was carried out, but consequent on the demarcation of the Rasau,—Kreteh—Ulu Chukai Reserve within which the Hin Leong Company's felling area lies, a start must soon be made there to safeguard the abundant regeneration found in the *kapur* areas.

110. The total outturn, measured for royalty, of timber and fuel including charcoal expressed in round measurement was approximately 1,938,000 cubic feet against 1,937,000 cubic feet in 1937. Sawn timber amounted to 479,088 cubic feet, and round timber excluding poles to 371,872 cubic feet. The comparable figures for the last year were 539,762 and 206,086 cubic feet respectively, the differences from last year being largely accounted for by assessment of royalty at the Hin Leong mill being changed from output to input towards the end of the year. This alteration, whereby royalty is paid on logs as they leave the felling area, besides being simpler, promotes more efficient conversion in the mill and exploitation in the forest.

111. The greatest output of hardwoods came from Kemaman and Ulu Trengganu districts. In the latter area 80 per cent of the hardwood outturn consisted of *chengal* and as this species has been nearly cut out in all parts at present accessible, it is doubtful if supplies can long be maintained at their present level. Opening new roads will provide alternative sources of supply, but the real remedy is to popularise other hardwoods and to employ less durable timber in places where it can be safely used. Except for two tramways in the Kemaman district timber is drawn from the forest by buffaloes to river or road. Most of the softwood requirements of the State continued to be supplied by the Hin Leong Sawmill at Kemaman, although there was a distinct increase in this working in Kuala Trengganu district where the entire output was hand sawn.

112. The Hin Leong Company's mill at Kemaman operated throughout the year, the total consumption of timber in round measurement being approximately 735,000 cubic feet against 748,000 cubic feet in 1937. Exports of sawn timber amounted to 196,112 cubic feet compared with 218,211 cubic feet in the previous year. The Nippon Mining Company Dungun maintained their sawmill for supplying their own timber requirements. The input of the mill amounted to 89,666 cubic feet, the comparable figure for 1937 being 105,369 cubic feet. Two other sawmills had an input of 29,423 and 14,212 cubic feet respectively, in both cases considerable increases over the 1937 figures.

113. Revenue from all other forest produce amounted to \$13,551 against \$11,663 in the previous year, the principal items being *jelutong*, *nipah*, and *rotan* which account for about 90 per cent of that sum. The *jelutong* trade flourished during the first half of the year, but the fall in prices in the second half severely affected the local industry which had entered trade late when prices were high.

114. Tongkangs (large boats) and lighters continued to be built at Kemaman and Dungun by the Hin Leong and Nippon Mining Companies respectively. The former concern constructed two sailing and one diesel engined vessel each of about 100 tons and the latter four lighters. The power driven tongkangs have been very successful and their use is likely to increase.

115. Revenue amounted to \$93,475 against \$93,565 in 1937 and expenditure to \$29,500 against \$27,895 in 1937, the surplus being \$63,975 compared with \$65,670 in the previous year.

MANUFACTURE.

116. The industries of importance are hand-woven silk sarongs and other textiles, soap-making, a samsu-distillery, the manufacture of metal-ware and boat-building.

117. A project to start a match-factory in the State was mooted but on investigation it was found to be uneconomic and it did not materialise.

118. The weaving of sarongs and cotton textiles is a wide-spread cottage industry in the State and is valuable in that it enables the wife of a peasant or fishermen to eke out her husband's earnings particularly during the North-East monsoon period when fishing is except on certain days at a stand-still.

Their products are sold throughout the Malay Peninsula and have won a high reputation for durability and pleasing patterns.

The value of sarongs exported during the year was \$286,847 which figure shows a decrease on the previous year of \$186,428.

Reasons advanced for the decline are the less favourable economic conditions obtaining in Malaya during the year.

The rise in the price of yarn imported from China also contributed.

It is suggested also that Japanese-made sarongs are now of a better quality and are competing more strongly with the local woven article.

119. Government assists the industry through the medium of the Arts and Crafts Society of which the Honorary Secretary is a seconded British Officer.

The Customs import duty on chemical dyes was abolished during the year in order to help to foster this cottage industry.

The State exhibited samples of Trengganu manufactured textiles at the Malayan Agri-Horticultural Show in Kuala Lumpur and also at the Glasgow Empire Exhibition 1938 as a result of which some enquires were received.

120. In an effort to be in a position to meet fairly large orders desiring quick delivery Government has under consideration plans for the starting of a small factory intended to give regular employment to a few female employees in order that there may be a small stock of textiles on hand.

An important function of the scheme will be to ensure that dyes of an approved quality only are used and suitably mixed under official supervision before retail to the local weavers.

A start was made during the year in the export sarongs printed locally on imported cloth.

121. Metalware manufactured locally known as "tembaga puteh" also affords steady work to numerous craftsmen. Their factories are primitive and the equipment is inexpensive and as the process is not lengthy it enables the craftsmen to out-put a wide range of house-hold and kitchen utensils at a cheap price.

The declared value of metal-ware exported in 1938 was \$77,779, as against \$71,880 in the previous year, which can be regarded as satisfactory.

122. Malays themselves make fishing boats and large coasting boats of high quality. Their lines are well spoken of by European mariners.

123. This industry owes much to a mysterious Frenchman called according to the Malays "Brock". He is said to have come to Trengganu in 1837. If this date is correct he must have married late in life as he has two blue-eyed sons still alive though they are old men.

The sons are Mohammedans and count as Malays. It appears that although the sons describe themselves as "sons of Che Abdullah". Brock did not actually embrace Islam. His wife was a Chinese woman who survived him by some years. Besides his skill as a designer of boats he was according to repute a skilful jeweller.

VII.—COMMERCE.

124. The population of Trengganu comprises in addition to the preponderant local Malays, considerable numbers also of Chinese and Indians. Rice is the staple food of all these races and naturally rice takes first place amongst imported goods, its value being 24% of the imports. Local production of rice in the State meets roughly half of the total requirements and the bulk of the rice imports are from Siam.

Of the export trade iron-ore is the principal item and accounts for 46% of the total value of the trade.

The iron-ore is mined by two Japanese Companies and all the iron-ore exported is shipped to Japan.

Next in importance is Rubber which represented 22% of the total export trade value followed by dried fish (7%) and Tin-ore (5%).

The Rubber and Tin-ore figures reflected sharp decline due to the lower prices ruling for these commodities and to the cut in their permissible exports under their inter-national regulation scheme.

It is satisfactory to observe an increase in the dried fish export trade over the preceding year because fishing is the most important local industry and affords the greatest amount of employment to the local Malays.

125. The aggregate value of trade for the year was \$15,992,741. which compares with the figure of \$18,122,904 for the year 1937.

Appendix E shows comparative figures of imports, exports and re-exports separately for the preceding four years.

126. The balance of trade for the year was favourable to the extent of \$3,711,187. Excepting rice imported direct from Siam and Iron-ore exported direct to Japan, the bulk of the trade of the State is with Singapore and is classed as "local trade" for Malayan statistical purposes. Therefore it is not possible to state the percentage value of either import or export trade with Empire countries and foreign countries separately nor figures relating to the principal supplying countries and countries of destination.

Appendix F is a statement of total imports from all countries during the last 2 years in respect of the most important commodities.

It records that the volumes and values of the principal imports were well maintained.

Appendix G is a comparative statement of exports (local productions) during the year and preceding year.

The decreased export of iron-ore by quantity was caused by the Chinese labour forces on the two Japanese-owned iron mines quitting work on March for political reasons and in consequence work was disorganised for some time until labourers of other nationalities were engaged in their place.

The reasons for the declines in regard to rubber and tin have already been referred to.

As regards the other items values of exports were generally increased and helped to off-set the down-ward trend in ruling prices.

127. Appendices H & I show comparative figures of imports and exports of Coin and Bullion respectively during the year and the preceding two years.

Appendix J shows the values of imports and exports from the year 1910 to 1938.

CUSTOMS.

128. Total revenue collected during the year amounted to \$1,577,112 which represents a decrease of 9% on the previous year.

In a State such as this where the tariff is a comprehensive one the Customs Revenue varies in sympathy with the trend of trade in general.

Import Duties account for over 63% of the total Customs Revenue and the decrease was only some \$12,000. (1.23%).

129. The gradual extension of the road system offering greater attraction and convenience to land-settlers together with the natural increase of population combine to keep import revenue at a fairly steady level.

As regards exports decreases in duties collected in order of consequence were rubber, tin-ore and iron-ore. Duty on rubber and tin-ore is on an ad valorem basis and hence revenue suffered by reason of the lower prices obtaining and lower permissible export quotas in force.

130. Duty on iron-ore yielded 22.78% of the total Customs Revenue for the year and is far and away the most prolific single item of revenue. Duty on it is also on an ad valorem basis. During the year an expert made a special study on the spot as to the exploitation of the iron-ore mines in the State including the proper price for assessment of royalty and his report is being awaited.

Export of iron-ore is always suspended during the North-East monsoon season (November—February) because of the adverse weather conditions.

131. The Yield of export duty on dried fish improved some-what during the year.

EXCISE.

132. Excise revenue is made up of duty on intoxicating liquor manufactured locally and from Toddy tenders and licences. There is only one liquor distillery in the State i.e. a samsu (Chinese spirit) distillery at Kemaman.

Yield of Excise Revenue for the year totalled \$23,931 which compares with \$27,021 in 1937.

Out-put of liquor from the samsu distillery was less mainly due to many Chinese samsu-drinkers leaving the State particularly Chinese labourers employed on the iron-ore mines.

133. Toddy is consumed by the Indian labourers, the largest shop being at Dungun where many Indian labourers are now employed on the iron-ore mine.

Jabor Valley Estate and Kretay Estate also employ a Tamil labour force and these Estates have their own licensed Toddy-shops.

Altogether there were 4 Public Shops and 2 Estate Shops retailing Toddy throughout the year.

CHANDU (OPIUM).

134. Trengganu Government obtains its supply of Chandu from the Straits Settlements Government and retailed the Chandu to registered smokers at \$13. per tahl, the uniform price for several years past.

Altogether there were 14 Government Shops and 2 licensed retail shops open throughout the year. One Government Shop and 1 licensed retail shop were closed during the year.

135. On 31st December, 1938 there were 1,028 smokers on the official register as against 958 the previous year.

Net profit on the sale of Chandu realised \$164,297 as against \$240,150 for the year 1937.

Reasons for the substantial decline in revenue were (1) numerous Chinese registered smokers employed as labourers on two Japanese-owned iron-ore mines in the State downed tools for political reasons and left the State and (2) during the year individual rationing of registered smokers was carried out.

Previously any registered smoker could buy up to two chees: now his ration is determined by his individual need.

The average purchase for registered smoker during the year was 5 hoons per day.

VIII.—LABOUR.

136. Trengganu generally is a country of small holdings and all important places of private employment are in the South. The Assistant Adviser, Kemaman is Dupty Controller of Labour for South Trengganu which comprises the districts of Kemaman, Kemasik, and Dungun. He has executive powers under the Labour Code.

137. The Controller of Labour, Johore, visited the State in August on behalf of the Controller of Labour, Malaya and inspected most of the larger places of employment. He subsequently furnished comprehensive reports and recommendations most of which were adopted and enforced by the end of the year.

138. The Assistant Adviser, Kemaman is a seconded officer of the Malayan Civil Service.

139. *Recruitment.* The greater number of South Indian labourers employed in South Trengganu have been locally recruited from other parts of Malaya.

Indian Population. The total number of Indian labourers employed for the last 5 years are roughly as follows; these figures are incomplete especially for the earlier years:—

1934	..	..	..	543
1935	..	..	..	931
1936	..	..	..	1,428
1937	..	..	..	2,023
1938	..	..	..	2,966 (2,790 men & 176 women)

140. *Labour Census.* The census of privately employed labour on 31/12/38 was as follows:—

EMPLOYER.	INDIAN			CHINESE			MALAY			TOTALS
	Labourers		Depen- dants	Labourers		Depen- dants	Labourers		Depen- dants	
	M.	F.		M.	F.		M.	F.		
Nippon Mining Co. Mine	2,236	—	43	483	1	24	539	4	118	3,448
Ishihara Sangyo Koshi Mine	166	—	11	279	—	28	294	—	298	1,075
Kerteh Estate	178	100	89	255	9	57	174	48	67	977
Bandi Mine	17	—	—	300	68	54	82	—	58	579
Jabor Estate	192	76	126	137	23	—	—	—	—	554
Hin Leong Sawmill	1	—	—	174	—	20	33	—	5	232
Kajang Mine	—	—	—	38	—	16	32	—	14	100
Sungei Damar Mine	—	—	—	57	14	—	16	—	—	87
Ulu Patiris Mine	—	—	—	70	1	—	4	—	—	75
Mining Certificate (L. C. Boon)	—	—	—	40	—	17	11	—	9	77
Sungei Ayam Mine	—	—	—	28	—	3	7	—	6	44
Chenderong Mine	—	—	—	37	—	—	6	—	—	43
Total	2,790	176	269	1,896	105	219	1,198	52	575	7,292

The corresponding totals for 1937 were:—

INDIAN.			CHINESE.			MALAY,			Total
Labourers		Depen- dants	Labourers		Depen- dants	Labourers		Depen- dants	
M.	F.		M.	F.		M.	F.		
1,675	345	270	4,364	92	424	1,396	32	280	8,878

Labour employed by the Public Works Department and by the Town Boards is mostly Malay.

141. *Saving*.—There is no co-operative society and no post office savings bank in the State. Facilities are given by the two large estates to labourers to deposit savings with the Managers but little use is made of these.

142. *Settlement*.—No land settlement scheme for Indians has been initiated.

Vegetable gardens are cultivated on the large estates and in most cases are well kept.

143. *Inspection*.—The Deputy Controller visited the larger places of employment not less than once in three months throughout the year: other places were visited when his other duties took him to the locality or when occasion demanded.

The Medical Officer Trengganu who also acts as Health Officer visited the districts twice during the year and inspected the larger estates and mines.

144. *Complaints*.—Complaints of non-payment of wages, wrongful dismissal and engagement of labourers under false pretences were made on 17 occasions and were investigated the majority being settled out of Court by the Deputy Controller. Eight employers were sued for wages by the Deputy Controller on behalf of labourers.

145. *Offences*.—One prosecution for disregard of an order under section 124 of the Labour Code was carried out and a conviction obtained.

146. On 5/12/1938 there was a strike of 8 Malay Town Board coolies in Chukai: this was preceded by no complaint or notice: the strikers complaint on investigation was of having to begin work at 6 a.m. in the wet and chilly monsoon months: the strikers returned to work at 11 a.m. on the same day.

Trengganu's good fortune in getting through 1937 without labour trouble was reversed in 1938 the first quarter of which was marked by 3 disturbances of some potential importance.

The Nippon Mining Company which exports iron ore from Bukit Besi in Dungun to Japan employed at the beginning of the year 2,300 Chinese coolies out of a total labour force of 3,500. It became apparent early in January that partly as the results of propaganda from a Singapore organisation the Chinese were rapidly hardening in a determination to cease work on the mine. This walk off took place between 20th February, 1938 and 6th March, 1938. Fortunately through the good sense of all concerned no untoward incidents occurred. Most of the coolies went to Singapore.

As soon as the Chinese left, the Company which had been recruiting on the West Coast for some weeks began to bring in Indian and Malay labour and by May had a force of 2,963 men composed as follows:—

Chinese	S. Indian	N. Indian	Malay	Japanese	Others.
4	1,218	1,007	582	124	28

The Japanese were mostly ex-fishermen from Singapore who had been thrown out of employment owing to the boycott by the Chinese: they were employed as loading coolies in the lighters which are used to transport ore from shore to ship: this is extremely hard and unpopular work and Indians and Malays had been found unable to do it. In September the Company's labour force had risen to 3,597. It is interesting to note that this included 249 Chinese: these were some of the men who had walked off in February: they had been unable to find work and the Singapore Chinese Relief Fund had been unable to afford them relief after the first few months. Chinese continued to be taken on in increasing numbers and there were over 500 at the end of the year.

The increase of Indians, many of whom were of an unsettled type and many of whom had been brought to Trengganu by the false promise of unscrupulous Indian recruiters (made without the authority of the mine-management) resulted for the first few months in a spate of complaints. Most of the complainants were returned to their place of recruitment at the Company's expense and by the end of the year the labour force at Bukit Besi appeared to have settled down.

147. During the 1938 loading season the Nippon Mining Company exported 806,480 tons of ore a considerable achievement by a management which had lost the whole of its mining force and which had had to begin afresh with largely untrained men. A gratifying result of the change over of labour was a decrease of accidents the figures for this Company being:—

	Non-fatal.	Fatal.	Total.
1937	91	6	97
1938	70	2	72

This may be attributed in part to the stricter control by the Mines Department of mining operations but it is likely that the chief reason is

the passive resistance of the Indian and Malay labourer to any attempt to get him to work at high pressure.

148. The leading Chinese miner in the State Mr. Lui Ah Hor was murdered in January and there was some trouble before arrangements were made to pay his coolies.

149. On 25th February, 1938 an affray took place on Kerteh estate between Hailams and Tamils the latter being drunk. Seven of the combatants were taken to hospital. Later the Hailams who had suffered most in the slightly indiscriminate arresting which took place after the fight, struck and some of them attempted a demonstration at Kemasik Police Station, which resulted in the arrest and later binding over of the ringleaders. The affair then died down.

150. *Housing*.—Nine orders under Section 124 of the Labour Code were issued to employers. These related to improvement of housing, sanitation, water supplies and medical attention.

151. On the two large estates piped water supplies were installed and as the result of the completion of a number of approved lines, both normal and cottage type, housing may be said to be generally adequate. Other amenities such as creches, shops and new schools were also provided.

152. The Japanese iron mines which employed between them approximately 4,300 men were handicapped in their building programmes by the Chinese boycott which made it difficult for them to purchase timber and to recruit carpenters. However, a number of new buildings were erected and by the end of the year they were in sight of achieving adequate permanent housing for their labour forces.

153. Conditions on other places of employment in South Trengganu vary from bad to good: in general they were fair and action was taken to induce improvement of the worse examples.

154. *Education*.—Estate schools for Tamil children were maintained on both large estates. In the other places of employment there are insufficient children to warrant schools being opened.

155. *Workmen's Compensation*.—The Deputy Controller was appointed Commissioner of Workmen's Compensation for the State in May 1938. Eighty two accidents were reported, 7 having been fatal. A sum of \$2,415.65 was paid in compensation. Employers are generally ready to meet their obligations. Fatal accidents are followed up by the Commissioner, proceedings in the case of the others being left to the initiative of the workman concerned.

156. *Legislation*.—A new Labour Code (Enactment 60/1356) came into force on 3rd January, 1938. It is virtually a copy of the Kelantan Code and does not differ radically from that of the Federated Malay States. There is no legislative provision for old age pensions.

Administration.—Mr. W. Cole, M.C.S. acted as Deputy Controller throughout the year, by virtue of his post as Assistant Adviser, Kemaman.

IX.—WAGES AND COST OF LIVING.

157. Standard daily wages for South Indians on estates were reduced to \$0.48 for men and \$0.38 for women from \$0.53 and \$0.43 in 1937.

Rates of pay on other places of employment were as follows:—

	Malay	Chinese	Indian
Skilled	\$0.75—\$1.50	\$0.60—\$1.77	\$0.70—\$1.32
Unskilled	\$0.50—\$1.08	\$0.60—\$1.60	\$0.48—\$0.82

Rice was supplied to the labourers on the two large estates at 27 and 19 cents a gantang. This is satisfactory. The high cost of transport and customs duties on certain foodstuffs make living expensive in Trengganu but this is offset by the higher wages paid.

158. For Europeans and those Asiatics who are accustomed to imported articles of food and clothing, Trengganu is somewhat expensive but the cost of living is relatively low for poorer Asiatics.

159. Except during the monsoon fish is plentiful. Beef and goat meat is procurable locally at reasonable prices. The State is far from self-supporting as regards rice, the average price of which was 25½ cents per gantang against 25 cents in 1937.

X.—EDUCATION.

160. Education is still in its infancy in Trengganu. The Education Department which started in 1920 is at present under the charge of the State Treasurer. The arrangement whereby one officer is head of two Departments was one of the many economy measures which Government was forced to take during the slump.

In October a European Officer seconded from the Federated Malay States was appointed Headmaster of the Sultan Sulaiman English School and Chief Inspector of Schools. There are two Inspectors of Malay Schools.

An Education Committee, first formed in 1920, acts as an advisory board to the Department. The Commissioner of Lands & Mines has been an ex-officio member of this board since 1935.

Malay Schools are administered as in the Straits Settlements and Federated Malay States by the Inspectors of Schools and Group Teachers.

161. *Vernacular Education.*—There is still a considerable shortage of Malay Vernacular School's. The total number of Malay children of

school age in the State is estimated at about 20,000, equally divided between the sexes. Roughly 12% of this total actually attended the 26 boys' school and the two girls' schools in the State. The boys schools in Kuala Trengganu itself are badly overcrowded.

The curriculum followed was the same as that used in similar schools in the Federated Malay States. Handwork was not as widely practised as it should have been, partly owing to lack of funds, and partly owing to lack of initiative on the part of teachers.

The ratio of trained to untrained teachers becomes more satisfactory each year and now is 29/43. A quota of seven are sent to and received from the Sultan Idris Training College each year.

During the year a woman teacher, trained at the Malay Women's Training Centre Malacca, took up her duties at the new Malay Girls School Kuala Trengganu.

All vernacular education was free. There is a school attendance enactment which directs Muhammedan parents with male children of school age to take their children to a Malay School within a radius of 2 miles. It is not necessary to enforce the Enactment since schools are overcrowded.

162. *English Education.*—There are two English Schools in the State: the Sultan Sulaiman English School is a Government School and the Crown Grammar School is privately owned and managed.

In September the Sultan Sulaiman English School moved to a new building on an excellent site. Its average enrolment during the year was 117.8 and its average attendance 112.2. The staff of three was augmented by the appointment of the European Headmaster in October and another locally engaged teacher in December. This school should be the States' reservoir for those of its employees who must speak and write English, but the standard reached has not been sufficiently high, and the State has in the past either sent selected pupils to the Federated Malay States (notably to King Edward VII School Taiping and to Malay College Kuala Kangsar) for training, or engaged foreigners in its service.

Education in the Sultan Sulaiman English School was free, although the State Council passed a resolution allowing fees to be charged during the year. The Crown Grammar School charged fees.

163. There are nine Chinese Vernacular Schools in the State, the most important of which is the Wei Sin School, Kuala Trengganu. This school includes the teaching of English in its curriculum.

164. The only two Tamil Schools are on Jabor Valley Estate in the South.

165. *Religious Instruction.*—Religious instruction is given in Malay Schools in the afternoons by religious teachers. There are, too, schools which are properly religious schools, the most notable of which is the Arabic School Kuala Trengganu. The average enrolment of this school, which was opened in its present premises in 1934, was 99 and its average attendance was 86. There is a staff of 4 teachers.

There still survives religious instruction known locally as “mengaji pondok”. Pupils live in small huts surrounding a central school-room where a teacher daily imparts religious instruction. The best known of these is that of Haji Abas in Besut—it is well known even outside Trengganu.

XI.—COMMUNICATIONS AND TRANSPORT.

Sea.

166. The four main ports of the State are at Dungun, Kuala Besut, Kuala Kemaman and Kuala Trengganu.

The first two-named are open anchorages only. Dungun is the busiest on account of the numerous ships which anchor there in order to load iron-ore from the Japanese-owned mine there for transport to Japan.

167. Total gross tonnage entered and cleared during the year was 797,074 tons which compares with 963,233 tons in 1937. Fewer iron-ore ships arrived this year. Communication with Singapore is maintained by three coasting steamers belonging to the Straits Steamship Company and one steamer belonging to the Hong Ho line. These vessels carry the greater part of the State's trade as there is no railway in the State.

168. It might be mentioned (though they occurred in January 1939) that the North East Monsoon floods were heavier than for six years past and resulted in alteration of the course of the channel at Kuala Trengganu.

169. Motor boats and sailing vessels were active as usual during the year conveying passengers and cargo along the coast and cargoes of rice from Siam.

Travel by passenger motor-boats is the cheapest form of travel and most of the important towns and villages are situated advantageously on the sea-coast for the motor-boats. These boats do not however sail during the North East monsoon (roughly December and January).

Roads.

170. The State possesses about 218 miles of roads upkept by the Public Works Department and about 150 miles of subsidiary roads upkept by the Land Offices or in a few cases farmed out. These subsidiary roads,

which almost entirely run along the hard sandy dunes near the coast have mostly been made for small sums natural advantages being utilised.

Further information on the subject of roads will be found in Chapter XII dealing with Public Works.

Posts and Telegraphs.

171. There are 6 Post Offices and 8 Postal Agencies in the State. There are 4 small telephone exchanges and 89 telephone subscribers. The telegraph line is used for telephone communications from Kuala Trengganu to Besut (63 miles) Dungun and Kemaman.

Most of the usual postal services, except Savings Bank, were available and revenue rose from \$51,500 to \$52,100. The cost of the Department was \$67,900. The revenue has been rising steadily for the last five years and if free services to other Government Departments were added the true earnings of the Department would be 34% more.

172. The overland mail-service to Krai in Kelantan which was instituted in 1937 was improved by the purchase of two mail vans.

Mails to Kemaman from Singapore continued to be carried by sea.

173. For the internal mail much use is made of the old motor cars which ply along the coastal tracks. Over some points mails is carried by police patrols. Considering the difficulties, the internal mail is very fairly efficient.

174. An improvement was made during the year by the opening of a wireless station at Kuala Trengganu. Telegrams are now sent by it direct to Singapore, thus releasing the land line to a greater extent for internal telephone communications.

175. The telephone system is not very satisfactory but some improvements were made during the year.

176. Periodic visits by a Posts and Telegraphs Engineer were arranged and are, of course, of great value.

177. The Department issued 35 licences for radio-receiving sets.

178. The expenditure of the Department exceeded the revenue by about \$15,000.

The expenditure was increased owing to the fact that upkeep of telegraphs and telephone previously done by the Public Works Department was taken over by the Department.

179. In comparing revenue and expenditure it must be borne in mind that no charges are made for Government telephones and internal telegrams nor do Government letters require stamping.

180. The total amount of mail handled during the year amounted to 1,053,360 articles, an increase of 26% over last year. The number of registered articles increased slightly and the number of parcels was about the same as last year.

181. The value of money orders issued was \$775,609 a slight decrease on the 1937 figure of \$816,950 but the drop in the figures of money orders paid was remarkable, the figure being \$251,765 against \$902,703 though it might be mentioned that the 1936 figure was only \$154,584. No doubt increased use was made of the facilities afforded by the Bank by persons having bank accounts in other parts of Malaya.

182. The number of telegrams handled during the year showed an increase of 7,359 over 1937.

XII.—PUBLIC WORKS.

183. Out of a provision of \$594,831 the sum of \$486,100 was expended which actually exceeded the 1937 expenditure by \$1,500. Staff difficulties accounted for most of the amount unspent.

184. Revenue collected by the Public Works Department amounted to \$8,811 against \$5,608 in 1937.

185. Buildings to a total value of \$1,397,044 were maintained at a cost of \$25,671. Thirty two new buildings were completed and additions made to 8 existing buildings. New buildings included 2 new schools (beside 5 more which were nearly completed at the end of the year) a mental observation ward at Kuala Trengganu hospital, quarters for Police Officers at Kuala Trengganu and a market at Kuala Brang.

186. The total length of roads upkeep by the Public Works Department was 218 miles 9¼ chains compared with 175 miles 10 chains in 1937. Of this total 191 miles 9¼ chains were metalled or gravelled.

187. Construction was continued on the Bukit Ajil-Jerangau road which runs from the Kuala Trengganu—Kuala Brang road to the Bukit Besi mine and will eventually form part of the trunk road to Pahang and a branch of which will join Kuala Trengganu and Dungun. The part of the road which is made is not yet open to traffic.

There was considerable erosion due to heavy rain.

Elephants were also a source of trouble in certain sections, rolling on the new earth-work having evidently provided them with a new form of amusement.

Although the road is not yet open to the public except by special pass considerable agricultural development has already resulted from its construction and good timber is being worked in its vicinity.

188. Surveys of proposed new road traces were completed on the following sections:—

- (a) Batu Rakit—Merang.
- (b) Pelantoh—Kubu.
- (c) Ayer Puteh—Cheneh.

189. Some investigations were carried out with a view to a future water supply for Kuala Trengganu Town but no satisfactory results have yet been obtained.

There is good well water practically throughout the State.

190. The 32 volt electricity set at Kuala Trengganu hospital was replaced by a 110 volt installation. The old set will be used at Dungun hospital. There is no public electricity supply though there are small generating sets at the Residency and the Istana Maziah.

A new navigation light was erected on Pulau Kapas bringing the total number of lights on the Trengganu coast line to 5.

191. A road traffic census was taken during the year. A comparison with the previous census taken in 1935 is given in the table below from which it will be observed that there has been an average increase of 50%.

Traffic Intensity Trengganu.

Road	1935		1938		Bicycles
	Vehicles per day	Tons per day	Vehicles per day	Tons per day	
Trengganu Town	167	265	288	491	611
K. Trengganu—					
Kelantan (B. Yong)	33	67	44	105	14
Jerteh—Kuala Besut	73	135	145	290	246
K. Trengganu—					
K. Brang	61	86	89	189	494
Kemaman—Ayer					
Puteh	62	103	72	156	250
Dungun—Paka	—	—	62	81	432

192. A new wireless station was erected during the year.

193. The workshops were fully employed on repairs to motor lorries, rollers and motor launches.

A considerable amount of building material was supplied by the carpenters shops to contractors and some half dozen timber buildings were entirely constructed by the departmental staff of carpenters, the reason for this being that contractors were unwilling to enter into contracts a month or so before the break of the North East monsoon.

194. Work on the Jalan Dato reclamation in Kuala Trengganu town continued. This work will be a most valuable asset to the town when completed.

XIII.—JUSTICE AND POLICE.

Crime.

195. The total number of reports made to the Police was 6,117 as compared with an average of 5,997 for the preceding four years. Of these, 945 were seizable offences compared with 1,470 in 1937, 1476 in 1936, 1,539 in 1935 and 1,781 in 1934. Arrests were made in 503 cases as compared with 590 in 1937, 585 in 1936, 590 in 1935 and 515 in 1934. Convictions were obtained in 416 cases as compared with 408 in 1937, 337 in 1936, 339 in 1935 and 320 in 1934.

196. The following statement of the more serious offences committed affords a standard of comparison with previous years:—

	1938	1937	1936	1935	1934
Murders & Homicides	7	3	12	9	7
Gang Robberies	—	—	—	1	2
Robberies	3	5	15	17	11
House-breaking and theft	124	158	201	191	309
Theft of over \$100	9	19	17	19	13
Other Thefts	399	461	505	580	808
Voluntarily Causing Grievous Hurt	65	34	27	24	13
Counterfeit Coins	—	4	—	2	6
Counterfeit Notes	4	—	—	—	—
Rape	1	3	—	4	1
Mischief by fire	4	14	5	15	11

197. A total of 3,383 reports of non-seizable offences were received of which 1,973 were taken before the Magistrate and 1,410 referred to a Magistrate. The following tables gives a comparison for the last five years:—

Year	No. taken before Magistrate by police	No. referred to Magistrate	Total
1934	583	1,666	2,249
1935	636	1,569	2,205
1936	847	1,652	2,499
1937	1,863	1,544	3,407
1938	1,973	1,410	3,383

198. In 1,789 reports it was discovered after enquiry that no offence was disclosed. This compares with 1,316 in 1937; 1,267 in 1936; 1,207 in 1935; and 1,138 in 1934.

199. Eight persons were banished during the year.

200. Public gaming continued to call for a lot of attention and the following table shows action taken during the last five years:—

Year	No. of arrests, gaming in public	No. of arrests gaming in Common Gaming House	No. of arrests of occupiers of Common Gaming House	Total arrests	Total fines
1934	85	89	18	192	1,069.00
1935	215	61	8	284	810.00
1936	85	82	19	186	1,490.60
1937	88	223	35	346	3,869.50
1938	227	138	25	390	1,391.00

201. A total of 84 deaths were investigated by the Police. A classification of the causes of death and comparison with previous years is as follows:—

	1938	1937	1936	1935	1934
1. Death by sentence of law	—	—	—	—	1
2. All deaths resulting from offences	7	3	12	9	5
3. Justifiable Homicide	—	—	—	—	2
4. Suicides	3	3	—	2	1
5. Misadventure	56	65	55	49	52
6. Found dead	—	4	—	1	—
7. Natural causes	18	9	4	—	1
Total	84	84	71	61	62

202. Seven deaths were caused by tigers and one death was the result of a snake bite. A tiger at Kemasek killed 5 persons but is believed to have been shot.

POLICE.

203. The approved strength of the Force on 1/1/38 was 402 all ranks. The actual strength was 375. The approved strength of the Force on 31/12/38 was 402 all ranks. The actual strength was 374.

The actual strength on 31/12/38 was made up as follows:—

	Approved Strength	Actual Strength
Commissioner of Police (British) ..	1	1
Malay Officers	12	12
N.C.Os. and Constables	341	306
Recruits	20	29
Detectives	10	10
Armourer	1	1
Interpreters	4	4
Clerks	2	1
Gardeners	4	4
Buglers	6	5
Peons	1	1
	402	374

204. There was no shortage of applicants for recruitment but the average standard of applicants both physical and educationally is still low but is steadily improving.

205. No disciplinary offences were recorded against officers during the year. Two officers were boarded out as medically unfit.

206. 618 disciplinary offences were recorded against members of the rank and file. The ratio of offences to strength shows 1.65 offences per man compared with 1.8 in 1937, 2.2 in 1936, 2.4 in 1935 and .6 in 1934. There was a steady improvement in discipline during the year and towards the end of the year very few offences of a serious nature were recorded. Twenty members were dismissed for disciplinary offences.

207. Health continued to be fair. The incidence of venereal disease has declined since ablution rooms were installed in the Depot and all District Headquarter-stations. Compulsorily monthly examinations are held.

The total number of cases treated was 1,787. This figure represents an average of 4.77 treatments per man on the average strength during the year.

208. There is still a certain amount of malingering but there is a

distinct improvement which is shown by the increase in the proportion of hospital admissions in the following table:—

			Hospital Admissions	Out- patients	Total
1938	..	..	234	1,253	1,787
1937	..	..	106	1,748	1,954
1936	..	..	147	2,224	2,371
1935	..	..	147	1,966	2,113
1934	..	..	95	772	867

209. In a number of station areas the men are treated by dressers. In such places there are no hospitals.

210. Revenue collected amounted to \$44,618 compared with \$39,574 in 1937, \$31,956.23 in 1936, \$27,421.75 in 1935 and \$28,081.58 in 1934.

211. The following table shows the number of arms registered and re-registered and affords comparison with previous years:—

Arms	1938	1937	1936	1935	1934
Rifles, Carbines etc.	61	59	51	69	72
Single & Double Barelled Shot Guns	791	825	654	710	655
Revolvers & pistols	55	50	45	48	65
Muzzle-loading guns	169	369	186	342	374
Air Guns	16	16	17	17	4
	1,092	1,319	953	1,186	1,170

212. Explosives imported into the State under licence amounted to the following:—

	1938	1937	1936	1935	1934
Gelignite (plugs)	595,410	731,400	772,679	951,100	1,075,250
Detonators (rounds)	339,265	551,100	585,320	711,400	334,800
Fuse (coils)	85,542	39,098	32,950	24,331	77,957
Gunpowder (lbs)	264	231	117½	12	250
Percussion Caps	5,715	9,225	5,500	4,750	1,100
Cartridges, sporting (rds.)	45,375	41,425	35,605	26,820	25,967
Cartridges, Rifle, ball (rds.)	11,000	1,000	10,700	300	1,900
Cartridges, Revolvers & Pistols (rds.)	1,400	1,200	6,850	990	1,025
Dynamite (cases)	336	2	200	—	—

213. The registration of motor vehicles, both public and private, is done by the Police.

The following figures give the number of motor vehicles licensed on 31/12/38 with a comparative table for previous years:—

	1938	1937	1936	1935	1934
Motor cars, private	199	233	169	135	109
Motor cars, hire	155	161	137	113	93
Motor cycles	45	44	41	34	29
Lorries	63	45	42	33	25
Passenger buses	24	17	13	1	1
Steam-rollers	15	15	15	12	11

Of these 34 lorries, 1 motor car and 15 steam-rollers are the property of Government. In addition 25 of the private cars received concession of free licences. The apparent reduction in the number of private and hire cars is due to the fact that hitherto all vehicles on the register have been included in the returns while this year only those actually licensed are included. So the figures for former years doubtless include some derelict vehicles.

214. The following table shows the number of drivers' licences issued, cancelled and remaining in force at the end of the year:—

New licences	143
Cancelled	1
Remaining	961

215. 23 tigers, 7 elephants and one crocodile were recorded as destroyed during the year. Elephants did a considerable amount of damage to agriculture.

216. There was a total of 42 outbreaks of fire reported involving a stated loss of \$6,827.65 compared with previous years as shown in the following table:—

Year	No. of outbreaks	Stated value of property destroyed
1938	42	\$6,827.65
1937	62	15,812.96
1936	40	5,405.95
1935	57	3,173.88
1934	60	19,311.14

There are no fire fighting appliances in the State except at Kuala Trengganu where a Dennis Tracter Pump was installed in December.

217. There were no reports of missing persons.

218. There were no reported cases of rabies during the year.

219. The following are the figures of dogs licensed and destroyed:-

Year	Licensed			Destroyed		
	Dogs	Bitches	Total	Dogs	Bitches	Total
1938	1023	312	1335	579	324	903
1937	615	145	760	594	407	1001
1936	367	92	459	330	233	563
1935	201	41	242	141	51	192
1934	167	40	207	79	35	114

The increase in the number of licences is due to increased activity on the part of the Police.

It is remarkable that many packs of "wild" dogs (i.e. domesticated dogs run wild) exist in the State. They haunt chiefly the sandy dunes near the shore. It is surprising that these dogs usually appear to be in excellent condition. Probably they live largely on the odds and ends of fish which are to be commonly found where nets are drawn. The Malays say that they also eat the "wind-crabs" which are common on the sandy beaches though they do not appear very nourishing. No doubt, they also pick up a young pig or peacock occasionally. Fortunately it appears that they have not learned to dig for the turtles eggs. The Police are trying to thin them out.

220. The registration of births and deaths was performed throughout the State by the Police with the assistance of Penghulus.

221. A Weights and Measures Branch was inaugurated during the latter half of the year and performed very useful work.

222. An estimated total of \$517,131.28 in State Revenue and Treasure was conveyed by Police escort during the year without incident.

223. Police patrols continued to carry mail along the coast during the north-east monsoon.

224. The total estimated expenditure of the Force was \$175,174. The actual expenditure was \$163,749.

225. The Commissioner of Police, in addition to his other duties officiated as Registrar of Societies, Protector of Chinese, Immigration Officer, Superintendent of Prisons and Public Prosecutor.

COURTS.

226. The Courts Enactment at present provides for the following Courts for the administration of civil and criminal law:—

- (1) The Appeal Court, consisting of the British Adviser and two persons of the rank of Minister or State Officers of high rank as may be appointed by His Highness the Sultan.
- (2) The High Court which has three branches and consists of a Malay Judge and a European at Kuala Trengganu and of Joint Courts of the State Commissioner and Assistant Adviser sitting together at Kemaman and Besut and of the District Officer, Dungun and Assistant Adviser Kemaman sitting together at Dungun.
- (3) Courts of Magistrates of the first class and the second class.
- (4) Courts of Kathis (Mohammedan Judges) in matters affecting marriage, divorce etc.
- (5) Courts of Penghulus.

227. The Land Court is provided for under the Settlement Enactment and consists of the Commissioner of Lands sitting jointly with the Judge in Kuala Trengganu and with the State Commissioners Kemaman and Besut respectively. This Court in its appellate jurisdiction hears appeals from decisions of Collectors of Land Revenue in disputes, about land (other than land held under the Land Enactment 1344) and in its original jurisdiction hears cases which are outside the jurisdiction of Collectors. Appeals from this Court lie to the Appeal Court.

228. The Appeal Court sat on 37 occasions and heard 12 criminal and 36 civil appeals from the High Court and 10 appeals from the Land Court.

229. The High Court in its original jurisdiction heard 46 criminal cases 23 civil suits and 35 probate suits. It registered 58 criminal appeals and 63 civil appeals.

230. The following is a return of cases in the Magistrate's Courts:—

		Criminal	Civil
Kuala Trengganu	.. ..	1,326	197
Kemaman	.. ..	280	54
Kemasek	.. ..	200	27
Dungun & Paka	.. ..	616	95
Marang	.. ..	157	8
Ulu Trengganu	.. ..	107	6
Batu Rakit	.. ..	78	17
Besut and Setiu	.. ..	530	117

PRISONS.

231. Trengganu has one State Prison situated at Kuala Trengganu. It is a combined convict and local prison. Mentally defective persons under observation by the Medical Officer and vagrants are now accommodated in special wards at the Hospital, Kuala Trengganu, which were built during the year.

Police lock-ups, in a number of Districts, are used as prisons for short sentence prisoners but as road communications improve this system is being gradually abolished.

The staff consisted of the Superintendent, 1 Assistant Superintendent, 31 warders, 2 wardresses, 2 clerks and 1 peon. The Commissioner of Police is Superintendent.

232. The following comparative tables show the daily average number of persons in the State Prison during the years, 1936, 1937 and 1938:—

Criminals			Safe custody			Lunatics			Totals		
1936	1937	1938	1936	1937	1938	1936	1937	1938	1936	1937	1938
70	78.25	63.85	8.7	6.36	4.10	12.8	15.61	4.42	91.5	100.22	72.37

233. The persons committed to custody during the year were classified as follows:—

Year	Criminals	Safe Custody	Vagrants	Lunatics	Total
1938	182	18	1	31	232
1937	199	30	—	79	308

Criminals were sentenced as follows:—

	1938	1937
(1) Ten days or less	28	30
(2) Over 10 days and up to 1 month	44	47
(3) Over 1 month and up to 3 months	49	57
(4) Over 3 months and up to 6 months	44	48
(5) Over 6 months and up to 1 year	10	6
(6) Over 1 year	7	11
(7) For life	—	—
Total	182	199

234. There were also 195 persons sentenced to short sentences in police lock-ups in 1938.

235. There were no escapes or attempts to escape during the year.

No executions took place during the year.

Discipline both among the staff and the prisoners was generally good.

A vegetable garden was started during the year from which revenue amounting to \$67 was obtained. Cutting firewood and basket work remained the principal work performed but a certain amount of rotan and other furniture was made. The total profit on all work amounted to \$342. Prisoners also performed extra-mural labour such as clearing and draining Government land and assisting the local Town Board.

Prisoners detained in Police lock-ups cleaned Government compounds and assisted the local Town Board.

XIV.—LEGISLATION.

236. There was no substantive Legal Adviser in the State from January until the beginning of September, the duties of the appointment being carried out during that period by the British Adviser.

Thirteen Enactments were passed during the year, the most important of which were:—

(1) Courts (Amendment) Enactment (No. 6 of 1357) which re-constituted the Supreme Court and made provision for a European member (at present the Legal Adviser) to sit jointly with the Malay Chief Judge;

(2) The Land Enactment (No. 3 of 1357) which re-enacted previous land legislation brought up to date to deal with the development of the State.

(3) The other Enactments were:—

The Deleterious Drugs Enactment (No. 62 of 1356)

The Motor Vehicles Enactment (No. 63 of 1356)

The Prevention of Cruelty to Animals Enactment (No. 64 of 1356)

The Settlement Enactment (No. 65 of 1356)

The Banishment (Amendment) Enactment (No. 66 of 1356)

The Waters Enactment (No. 2 of 1357)

The Interpretation (Amendment) Enactment (No. 4 of 1357)

The Rubber Regulation (Amendment) Enactment (No. 5 of 1357)

The Probate and Administration (Amendment) Enactment (No. 7 of 1357)

The Marine (Amendment) Enactment (No. 8 of 1357)

The Pledgers and Petition Writers (Amendment) Enactment (No. 9 of 1357)

237. The Revised Edition of the Laws Enactment (No. 10 of 1957) was still under consideration at the end of the year but has since been passed and the compilation of a revised edition of the laws, which was begun towards the end of the year, is now proceeding under the general supervision of the Legal Adviser.

XV.—BANKING, CURRENCY, WEIGHTS AND MEASURES.

238. The Mercantile Bank of India, Ltd. which opened a Branch in Kuala Trengganu in 1936 is the only Bank in the State.

239. The Currency, weights and measures in Trengganu are those of the Colony of the Straits Settlements. The dollar is fixed at 2s. 4d. The principal measures are:—

1 Chupak	.. .. .	1 quart.
1 gantang	.. .. .	1 gallon.
(a gantang of padi weighs 5 lbs. a gantang of rice 8 lbs.).		
1 naleh	.... ..	16 gantangs.
1 kuncha	.. .. .	10 naleh or 160 gantangs.
1 kati (16 tahils)	.. .. .	1½ lbs.
1 pikul (100 katis)	.. .. .	133½ lbs.
1 koyan (40 pikuls)	.. .. .	5,333½ lbs.
1 bahara	.. .. .	400 lbs.
1 hoon	.. .. .	.0133 oz.
1 tahil	.. .. .	1½ oz.

XVI.—PUBLIC FINANCE AND TAXATION.

240. Revenue is derived from the following sources of taxation:—

- (i) Customs—At present the revenue from the Customs Department contributes rather more than 3/4 of the total revenue and is produced (a) from import duties (b) export duties and (c) chandu (opium).
- (a) Import duties are collected on a wide variety of articles and preference is given to articles of British manufacture of origin in the case of all classes of goods subject to the Ottawa Agreement. Generally speaking the tariff is not dissimilar from that of the Federated Malay States or other Malay States but it embraces a slightly wider field and there is an important duty on rice.
- (b) Export duties are collected on rubber and certain other agricultural products at 5% ad valorem. The export duty on iron-ore, tin-ore, and other metalliferous ores is 10%. There is also a duty on fish and livestock exported.

- (c) Chandu is bought from the Government of the Straits Settlements and is retailed at the rate of 26 cents a tube of two hoon. The revenue from this source represents the balance of profit on sales.
- (ii) Land—The annual rent on alienated land varies from 40 cents per acre in the case of wet padi land to \$1 per acre for other agricultural land. The rent on mining land is \$1 per acre and on land inside villages or towns from \$2 to \$4 per acre (or \$2 for 2,000 square feet). Rents in Trengganu are generally lower than in other Malayan administrations but much of the country being still unsurveyed and not yet settled, the revenue from this source is increasing and is likely to show further increases as accurate survey and settlement proceeds.
- (iii) Forests—It produces \$93,475 as against \$93,710 in 1937. It is likely to produce considerably more in future years. Royalties follow generally those in force in the Federated Malay States.
- (iv) Municipal—House assessment at the rate of 10% and 5% of the annual valuation based on rentals.
- (v) Marine—(harbour dues, registration of boats)—POLICE (licensing of motor vehicles and fees for sundry licences) Court fees and fines, POSTS AND TELEGRAPH, stamp duties of various kinds.

241. There is no Income Tax, poll tax or hut tax.

242. The total revenue collected was \$2,427,004. The following comparative table shows the actual receipts in round figures for the past three years under some of the important heads of revenue:—

	1936	1937	1938
Customs	\$1,546,000	\$1,734,000	\$1,577,000
Lands	249,000	228,000	193,000
Forests	58,000	94,000	93,000
Municipal	53,000	55,000	63,000
Posts & Telegraphs	46,000	52,000	52,000
Land Sales	44,000	25,000	17,000

The duty on iron-ore from the Japanese mines produced \$378,082. However this amount was less than that of 1937 the decrease being due to the labour difficulties mentioned in Chapter VIII.

EXPENDITURE.

243. The expenditure for the year amounted to \$2,360,447 and the excess of revenue over expenditure therefore amounted to \$66,557. The expenditure in 1937 was \$2,646,686.

244. The following is a statement of expenditure under the main heads for the last three years:—

	1936	1937	1938
	\$	\$	\$
Pensions	153,088	167,123	177,601
H.H. the Sultan	95,731	116,888	100,692
Loan Payments to S.S.	233,146	619,404	240,668
Personal Emoluments	755,333	829,341	893,591
Other Charges A.R.	203,549	248,519	297,010
Other Charges Spec. Exp.	10,940	50,755	44,670
Miscellaneous	84,249	196,323	207,957
Public Works A.R.	116,680	124,063	139,168
Public Works Special Services	259,015	293,270	259,090
	<u>1,911,731</u>	<u>2,645,686</u>	<u>2,360,447</u>

245. The cost of education has risen from \$59,500 to \$78,000. This figure certainly will be exceeded in the present year and subsequent increases are inevitable.

The Medical Department spent \$115,250 as compared with \$112,500 in the previous year and the medical services are now much more adequate than they were.

A sum of \$78,500 was expended on surveys against \$56,000 in 1937. This is an expenditure which is directly revenue producing and it will probably become necessary to spend larger sums annually to expedite the settlement of the country.

The annually recurrent expenditure on upkeep of roads and works was \$139,945.67 against \$124,063.00 in 1937.

The sum of \$250,267 was spent on Special Services by the Public Works Department.

FINANCIAL POSITION.

246. *General.*—The general financial position of Trengganu has improved very greatly in the last 3 or 4 years. In 1932 the State was unable even to pay interest on its loans from the Straits Settlements, extensive retrenchment was in force, all officers were subject to cuts in salary and all

increments of salary were stopped. To-day not only have all cuts and increments been restored but it is now possible to make regular payments of interest and principal to the Straits Settlements, to embark on a modest public works programme, and to provide for some at least of the many services which are so badly required. A reserve Fund has also been established. Further figures are to be found in Appendix A. B. and C.

247. *Investments and Reserve Fund.*—The Reserve Fund now accumulated consists of the following:—

Straits Settlements 3% loan 1936 ..	\$400,000
F.M.S. 3% loan 1936 ..	131,400
Cash Reserve with the Mercantile Bank ..	300,000
	<hr/>
	\$831,400
	<hr/>

By an arrangement with the Mercantile Bank of India, the State has agreed to maintain for a period of at least 3 years from 1936 with the new Bank a minimum cash balance of at least \$300,000. This bears interest at 1%. The arrangement will cease in April 1st, 1939.

248. *Public Debt.*—At the end of 1938 the indebtedness of the State amounted to \$2,860,000. This represents the balance due on a series of loans made by the Straits Settlements for development purposes, between the years 1923 and 1932, the greater part of the money lent having been spent on the construction of the State's only land outlet, the road into Kelantan, and on the resumption of Concessions granted by Sultan Zainalabidin in the days prior to British protection.

The following is a statement showing total lent and repaid:—

Principal sum lent	\$3,634,000.00
Unpaid interest at 4½%	567,894.99
	<hr/>
Added to principal	4,201,894.99
Repayments of principal made to 31/12/38 ..	1,341,894.99
	<hr/>
Total principal still due	2,860,000.00
	<hr/>

It should be remarked that the amount shown as repayments of principal includes the sum of \$37,714.52 which was credited as such a payment in 1938 by the Straits Settlements Government, this sum representing the amount which had been paid as interest on interest in the period 1934—1937 inclusive.

249. In addition to capital repayments \$1,015,529.37 has been paid on account of interest of which \$100,668.20 was paid in 1938. The rate of interest was reduced to $3\frac{3}{4}\%$ in 1935. This was further reduced to $3\frac{1}{2}\%$ as from 1/1/38. Details of interest already paid are as follows:—

at 5%	\$ 78,894.86
„ $4\frac{1}{2}\%$	.. .. .	504,041.29
„ $3\frac{3}{4}\%$	.. .. .	331,925.02
„ $3\frac{1}{2}\%$	.. .. .	100,668.20

XVII.—MISCELLANEOUS.

250. *Area administered.*—The area of the State of Trengganu is estimated at 5,050 square miles, of which approximately 399 square miles have been alienated under the Land Enactment or are claimed under the Settlement Enactment. Lands alienated or claimed under the Settlement Enactment are distributed in the various districts as follows:—

Kuala Trengganu	.. .. .	161,731 acres
Ulu Trengganu	.. .. .	17,591 „
Kemasek	.. .. .	10,955 „
Kemaman	.. .. .	21,838 „
Besut and Setiu	.. .. .	36,374 „
Dungun	.. .. .	6,460 „
Total		<hr/> 254,949 acres <hr/>

These figures should be taken as rough estimates only as a large proportion of the lands claimed have not yet been surveyed.

251. *Historical.*—Prior to A.H. 1331 (A.D. 1912) there were ten districts each with its own Raja who was the virtual owner of the land. In that year a central Government was established and in theory all land not lawfully alienated or occupied became State land. Unfortunately this did not mean that land would henceforth be alienated solely in the interests of the State as, up to A.H. 1337 (A.D. 1919) when a British Adviser was appointed to the State, many large and valuable concessions were granted whose main object was the enrichment of members of the Ruling House. The most important of these concessions have now been re-acquired but there still remain one or two unredeemed.

252. The first land legislation, which was of a very simple nature, was passed in A.H. 1336 (A.D. 1918). It enacted that permits had to be obtained from the Land Department (then in its infancy) for the occupation and planting of State land. The holders of these permits were promised some form of declaration of title, if, after three years, they had succeeded

in bringing at least half the area applied for under cultivation. A number of such permits were issued, but there is no record of any titles ever having been granted in respect of them.

In A.H. 1341 (A.D. 1923) an officer of the Malayan Civil Service was appointed to be the first Commissioner of Lands, and in the same year a simple Registration of Deeds Enactment was passed, as the first step towards the conferring of security of tenure on occupiers of land throughout the State. Under this Enactment all transactions in land had to be reduced to writing and registration of the document was compulsory. The object was to prevent secret and fraudulent conveyances by making it possible for an intending purchaser to search the Register. The effect of registration was also to give priority to registered instruments according to the time of registration. No warranty of title was of course conferred, nor was it possible in the absence of any survey to identify the land at all accurately. The next step in the long road dealing to the establishment of a complete system of registration of title under the Torrens System as distinct from registration of deeds was the passing of a simple Land Enactment in A.H. 1344 (A.D. 1926) which provided inter alia for:—

- (a) The future alienation of State land under permanent title (grant, lease or extract from the mukim register).
- (b) The payment of quit rent on lands so alienated.
- (c) The registration of all titles issued under the Enactment.

In the same year the Survey Department was established and a commencement was made with revenue surveys and with the Survey and Settlement of the occupied lands in one or two mukims in the vicinity of Kuala Trengganu town.

253. Having provided for the alienation of State land under the new Land Enactment, the Government then decided to tackle comprehensively the problem of the Settlement of all the already occupied lands throughout the State. A proclamation was accordingly issued dealing the Government's intention to issue documents of title free of premium in respect of all such lands effectively occupied and cultivated, but for which there had been no formal authority for occupation. The proclamation also provided for the carrying out of a census (banchi) of all claims to such lands throughout the State and made the payment of one year's rent a pre-requisite to the receipt and registration of claims. The census was begun on the 1st. Muharram 1346 (May 1927). The intention was to follow this census up with a rapid preliminary demarcation of all lands claimed and to issue provisional titles based on such demarcation. Final Survey and Settlement, on which the permanent indefeasible titles under the Land Enactment would be issued, was to follow

by stages as fast as possible. The scheme aimed at putting all occupied lands on the rent rolls at one fell swoop and at providing the Land Office in the process with a rough "picture" of the country for alienation purposes. A Settlement Enactment was passed in due course to give legislative sanction to the settlement policy decided on. Considerable progress was made in the year 1927, 1928 and 1929, but unfortunately, owing in some measure to too frequent changes in the appointment of Commissioner, much of the initial drive and momentum of the campaign had been lost by 1930, and when towards the beginning of 1931 the slump began to make itself felt the work had compulsorily to be slowed down, and later, as the slump intensified had to be shut down completely. When in 1935 recovery permitted of a restart being made it was wisely decided not to attempt to pick up the threads of the general preliminary settlement which had been left almost completely in the air when staffs were dismissed, but to press on instead with the final survey and settlement on which the permanent titles could issue. A start was made in two mukims in 1936 and the work was expanded in 1937. In 1938 further expansion on a semi-permanent basis has taken place. A European Settlement Collector assumed duty on January 29th and an additional European Officer was transferred to the Survey Department in February. Subordinate staffs were also increased and six new settlement officers appointed. It is estimated that it will take 12—15 years to complete survey and settlement of all 'customary' and alienated lands and approved applications in the State.

254. *Legislation.*—The new Settlement Enactment No. 65/56 came into force on the 1st Muharram 1357 (A.D. 2/3/38). The chief difference made by the new Enactment is that a provisional title is no longer issued and the Land Office on completion of settlement proceeds to issue indefeasible titles as soon as certain formalities designed to give opportunities for objections to the settlement to be made, have been complied with.

A new Land Enactment No. 3/57, considerably more ambitious in its scope than that of 1344, was passed in 1938 and comes into force on January 1st 1939. The most important change introduced by the new Enactment is the safeguarding of Malays from loss of their land by the provision of Mukim Register titles which cannot be transferred or charged to others than Malays.

Another important change is that henceforth the distribution of small estates is to be done by the Collectors and not by the Courts. The failure of large sections of the population to get the estates of deceased person distributed according to the law has been one of the principal weaknesses of Trengganu land administration in the past. It is hoped that the new system for dealing with small estates will enable this weakness to be eliminated.

255. *Settlement.*—5,337 lots were finally settled under the Settlement Enactment in 1938 as compared with 3,710 in 1937 an increase of 44 per cent. In addition 288 lots were settled under the Land Enactment. Work under the Settlement Enactment was concentrated mainly in Kuala Trengganu District, only 326 lots being settled in other districts. The number of lots surveyed but not settled at the end of the year was 2,201 as against 3,602 at the end of 1937. There was thus distinct reversal of the disquieting tendency noticed since 1934 for the number of unsettled lots to grow steadily. The settlement of Kuala Trengganu town proper, which had been going on since 1934, was completed with the exception of a score of lots the ownership of which was still in dispute.

Expenditure incurred on settlement under the Settlement Enactment was \$22,466 and the average cost per lot settled was \$4.21. This figure is exclusive of the Survey Department's costs. A large proportion of the settlement officers were completely untrained or only partly trained at the beginning of the year and it should therefore be possible to reduce appreciably the cost per lot in 1939 and subsequent years.

No permanent titles were issued under the Settlement Enactment in 1938 as the time limit for making new claims does not expire until the 1st Muharram 1358 (20th February 1939); 203 certificates of title under Settlement Enactment 4/51 were registered, most of them being for land in the township of Kuala Trengganu.

One of the main obstacles to rapid progress in settlement is the unusual litigiousness of the Trengganese who, if they can raise the necessary fees, will rarely admit defeat until they have carried their case to the highest court of appeal. Another difficulty is the grants made by Sultans prior to 1337, frequently over land already cultivated by peasants. The settlement of these "chop" areas often entails long and laborious enquiries. Five such "chop" areas were under investigation in 1938 and the settlement of these was practically completed.

256. *Alienation.*—The land application registers which had been closed from 1st Muharram 1356 were reopened on 1st Muharram 1357 (March 1938). The number of applications received was not as great as had been expected. No applications were received for areas of more than 100 acres. In all 678 applications covering an area of 1,626 acres were approved. Many applications received and approved were in Besut District where there is a considerable immigration from the crowded Kelantan plain.

257. *Issue of Titles.*—45 grants and 8 leases under the Land Enactment were registered and 1 lease was cancelled.

258. *Revenue.*—Revenue amounted to \$210,475 as against \$253,046 in 1937. The fall was mainly due to the drop in rent collections. Rent

on Agricultural and town lands amounted to \$142,518 as against \$178,362 in 1937. Economic conditions in the State were worse than in 1937 and this was partly responsible for the decrease. Another reason was the great decrease in the amount of arrears which can be collected in some of the districts i.e. the easier arrears have been collected.

259. *Registration.*—There was an increase in the total number of transactions registered in all the land offices of the State from 3,061 in 1937 to 3,231 in 1938. The steady annual increase in the number of transactions registered is proof that the advantages of a registration of title system are more and more appreciated. There is no doubt, however, that there are still large numbers of unregistered dealings.

SURVEYS.

260. The survey of 6,810 lots during the year is an increase of 1,657 lots on the 1937 figure.

As in the previous year, the policy has been to concentrate on Settlement Enactment holdings i. e. old claims as opposed to new alienations.

The staff was increased during the year by the addition of one Seconded European Officer and fourteen technical assistants.

261. The total cost of the Department was \$80,824.85 and revenue \$12,959.36 and fees earned \$34,026.91. The Land Offices collect the fees after survey of old claims and naturally there is delay and sometimes fees prove irrecoverable.

Special surveys made during the year include the following:—

262. An hydrographic survey of the Kuala Trengganu Harbour, a trigonometrical fixation on Pulau Kapas, forty miles of control traversing, help in connection with H.M.S. "Herald's" hydrographic survey, topographical surveys in the neighbourhood of the Bukit Besi Iron Mines.

Six Settlement Officers were trained during the year.

The Department was visited by the Surveyor General in November.

Copies of a new map—scale 1 mile to an inch—of the Kemaman area were available towards the end of the year.

TOWN BOARDS.

263. The revenue from the Town Boards was:—

Year	Kuala Trengganu	Kemaman	Besut	Kemasek	Dungan
1937	.. \$26,162	\$13,827	\$3,269	\$3,531	\$5,960
1938	.. 32,376	13,214	3,491	3,526	8,452

XVIII.—GENERAL.

264. His Highness the Sultan enjoyed good health throughout the year. His Birthday and anniversary of his installation were celebrated in August with due honour; there are only a few days between the two dates which were celebrated together. During the year he paid a visit to Bangkok.

265. On the occasion of his Birthday he bestowed titles of honour on Haji Wan Long (acting State Commissioner, Besut), Tengku Mahmud (Assistant Commissioner of Police) and Mr. Cheong Guan Chiang, a Kemaman miner and business man.

266. The Consul of Italy, Mr. Perego visited the State and was received by His Highness.

267. Sir Frank Stockdale, Agricultural Adviser to the Colonial Office paid a flying visit to Besut.

268. Sir Lewis Fermor visited the State to report on mining.

269. H.M.S. "Herald" visited the State and surveyed in the neighbourhood of Dungun.

270. The ceremony of investing Dato Jaya Perkasa (Che Da Omar bin Mahmud) with the insignia of the M.B.E. was carried out in the Istana Maziah at Kuala Trengganu on May 5th by the acting British Adviser deputising for His Excellency the High Commissioner.

271. In November Tengku Abdul Rashid, one of the sons of His Highness the Sultan, returned from England where he had been sent for study.

272. The Trengganu Boy Scouts Local Association functioned well during the year. His Highness the Sultan is the Patron, Tengku Seri Stia Raja (State Secretary) is the President and Capt. F. C. Stocks of the Mercantile Bank is the Treasurer.

Mr. E. H. S. Bretherton, Chief Inspector of Schools, took up the post of District Commissioner vice Capt. F. C. Stocks in November.

The total strength of scouts during the year was 600. There are now scouts in most of the Malay Schools. There is no doubt that scouts in Trengganu have created a good impression all round and increase keenness is being shown as they learn more of the meaning of scouting.

Scouts assisted at Public functions during the year.

Parties of Johore, Penang and Malacca scouts visited Kuala Trengganu in the course of the year as guests of the Trengganu Scouts.

Unlike other countries the movement, at present, is not a self supporting one nor can any public support be expected for the time being. It entirely depends on the yearly Government grant.

273. The State suffered a great loss in April owing to the death of Dato Luar, the State Treasurer, from pulmonary tuberculosis. A most zealous officer, he remained at his post up to a few days from his death although desperately ill.

274. In January Mr. Lui Ah Hon of Kemaman, the leading Chinese tin-miner in the State was murdered.

His death was a serious blow to local mining and he personally was much missed by all local communities.

275. Mr. N. R. Jarrett, the British Adviser, was absent on leave throughout the year and the writer acted for him.

A. E. COOPE,

Ag. British Adviser, Trengganu.

Trengganu, 13th March, 1939.

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STATEMENT OF ASSETS AND LIABILITIES AS ON 31.12.38.

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APPENDIX B.

STATISTICAL RETURN OF REVENUE AND EXPENDITURE
1911 — 1938.

Year.						Actual Revenue.	Actual Expenditure.
A. H.	1330	1911	..	..	..	191,418	188,044
"	1331	1912	..	..	..	182,011	196,717
"	1332	1913	..	..	..	166,380	178,424
"	1333	1914	..	..	..	183,723	183,470
"	1334	1915	..	..	..	236,798	234,687
"	1335	1916	..	..	..	392,791	288,646
"	1336	1917	..	..	..	545,587	399,337
"	1337	1918	..	..	..	647,563	642,085
"	1338	1919	..	..	..	874,674	661,778
"	1339	1920	..	..	..	547,619	759,054
"	1340	1921	..	..	..	669,763	858,303
"	1341	1922	..	..	..	642,679	788,902
"	1342	1923	..	..	..	779,032	766,534
"	1343	1924	..	..	..	1,007,283	899,476
"	1344	1925	..	..	..	1,302,008	1,067,956
"	1345	1926	..	..	..	1,364,105	1,341,410
"	1346	1927	..	..	..	1,402,151	1,542,404
"	1347	1928	..	..	..	1,361,026	1,520,149
"	1348	1929	..	..	..	1,391,471	1,524,706
"	1349	1930	..	..	..	1,235,230	1,445,709
"	1350	1931 (part) 8 months only	..	..	..	676,338	845,556
A. D.		1932	..	..	..	986,901	1,095,584
"		1933	..	..	..	1,165,578	1,060,306
"		1934	..	..	..	1,699,319	1,405,157
"		1935	..	..	..	2,196,949	2,038,841
"		1936	..	..	..	2,431,520	1,911,731
"		1937	..	..	..	2,660,399	2,645,686
"		1938	..	..	..	2,427,004	2,360,447

APPENDIX C.

REVENUE AND EXPENDITURE BY DEPARTMENTS FOR
1937 and 1938.

Department.	REVENUE.		EXPENDITURE.	
	1937	1938	1937	1938
	\$	\$	\$	\$
1. Pensions			167,123	177,601
2. H.H. the Sultan			116,888	100,692
3. Interest			619,404	240,668
4. Trengganu Civil Service				114,545
5. Mentri			24,935	10,255
6. British Adviser			30,693	22,347
7. State Secretary			31,285	17,581
8. Treasury			15,886	739
9. Audit			19,224	2,062
10. Clerical Services				153,357
11. Dept. of Religious Affairs			19,112	26,976
12. Education			59,513	69,025
13. Legal Adviser			14,996	4,710
14. Appeal Court			2,460	2,400
15. Supreme Court			14,296	797
16. Courts, Criminal & Civil	31,626	21,608	13,953	1,715
— Kathi			6,507	—
17. Police	39,574	44,618	146,551	163,816
18. Prison			22,553	22,905
19. Medical			112,516	115,228
20. Printing			5,215	5,144
21. Customs, Chandu & Marine	1,733,938			
— Chandu	284,332	1,813,787	106,601	98,707
— Marine	41,948			
22. Posts & Telegraphs	51,534	52,101	45,425	67,910
23. Commissioner of Lands & Mines	253,145	210,106	47,043	56,553
24. Collector of Land Revenue			40,568	12,477
25. Agriculture			—	8,750
26. Forest	93,710	93,475	27,874	27,044
27. Survey			55,896	78,295
28. Municipal	55,245	62,614	35,565	31,164
29. Miscellaneous	59,200	110,235	196,323	207,957
30. State Commissioner East			21,552	9,132
31. Asst. Adviser, Kemaman			24,340	17,056
32. D. O. Kemasek			9,631	3,396
33. D. O. Dungun			27,489	16,337
34. D. O. Marang			6,899	3,170
35. D. O. Ulu Trengganu			11,832	6,201
36. D. O. Batu Rakit			5,315	1,128
37. State Commissioner, West			19,114	6,265
38. Asst. Adviser, Besut			36,466	20,857
39. Public Works Dept.			67,311	55,920
40. P.W.D. Annually Recurrent			124,062	139,166
41. P.W.D. Special Services			293,270	259,000
42. Farms	16,147	18,460		
Total	\$2,660,399	\$2,427,004	\$2,645,686	\$2,360,147

APPENDIX D.
PADI STATISTICS, 1938.

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District.	WET.		DRY.		TOTAL.	
	Acres.	Gantangs.	Acres.	Gantangs.	Acres.	Gantangs.
Kuala Trengganu and Batu Rakit ..	20,400	4,427,000	2,710	194,000	23,110	4,621,000
Dungun and Paka ..	60	8,000	440	80,000	500	88,000
Ulu Trengganu ..	740	35,000	5,420	532,000	6,160	567,000
Marang ..	970	34,000	390	46,000	1,360	80,000
Kemaman ..	1,000	50,000	290	30,000	1,290	80,000
Kemasek ..	370	51,000	—	—	370	51,000
Besut ..	8,140	1,005,000	770	125,000	8,910	1,130,000
Setiu ..	630	99,000	210	43,000	840	142,000
Total ..	32,310	5,709,000	10,230	1,050,000	42,540	6,759,000

N.B.—The above figures all represent very rough estimates.

APPENDIX E.

The total comparative value of all trade showing individual Imports, Exports, and Re-exports separately for the preceding four years as from 1935 to 1938:—

	1935	1936	1937	1938
	\$	\$	\$	\$
Imports	5,551,658	5,258,496	6,443,326	6,140,777
Exports	7,940,986	9,121,921	11,679,578	9,851,964
				(70)
Total Trade	13,492,644	14,380,417	18,122,904	15,992,741
Less Re-exports	545,986	667,108	681,088	655,105
Total Retained Trade	12,946,652	13,713,309	17,441,816	15,337,636

APPENDIX F.

Comparative statement of principal articles imported from all countries for the last two years:—

ARTICLES.	Unit.	1937		1938.	
		Quantity.	Value	Quantity.	Value
A. Animal, Food, Drink & Tobacco:—					
Rice	Piculs	407,928	1,507,449	409,068	1,477,284
Tinned Milk .. .	Cases	17,819	132,996	18,768	150,154
Salt	Piculs	57,309	27,496	89,912	33,763
Sugar	do.	36,606	162,351	45,517	215,177
Liquors	Gallons	29,942	86,481	29,930	81,560
Tobacco, Cigarettes & Cigars .. .	Lbs.	291,436	497,460	295,318	480,878
Other Articles .. .	Value	—	565,306	—	584,755
Total Class "A." .. .	Value	—	2,979,539	—	3,023,571
B. Raw Materials:—					
Petroleum	Gallons	1,041,200	392,091	984,908	370,159*
Other Articles .. .	Value	—	171,331	—	202,926
Total Class "B." .. .	Value	—	563,422	—	573,085
C. Manufactured Goods:—					
Cotton Piece Goods .. .	Yards	1,070,819	191,331	1,227,326	213,047
Cotton Sarongs .. .	do.	676,639	173,217	895,645	216,496
Cotton Threads .. .	Lbs.	67,494	31,105	116,665	43,972
Silk Threads	do.	147,273	285,510	37,666	85,900
Silk Manufactures .. .	Value	—	30,124	—	26,145
Machinery	do.	—	148,393	—	215,631
Motor Cars	Nos.	149	114,720	104	103,684
Other Vehicles (Locomotives) .. .	Value	—	282,020	—	—
Other Articles	do.	—	1,521,256	—	1,486,271
Total Class "C." .. .	Value.	—	2,777,676	—	2,391,146
D. Parcel Post:—					
Total Class "D." .. .	Value.	—	95,738	—	103,685
E. Coin & Bullion:—					
Total Class "E." .. .		—	26,951	—	49,290
Grand Total .. .		—	6,443,326	—	6,140,777

*This decrease is due to the decrease in import of Liquid Fuel and Lubricating oil.

APPENDIX G.

The following table shows under the main heads, the quantities and values of exports (local products) for 1937 and 1938:—

ARTICLES.	Unit.	Quantity 1938.	Quantity 1937.	Value 1937.	Value 1938.
Arecanuts	Piculs	17,208	13,494	118,977	84,541
Copra	do.	29,079	24,476	97,592	139,459
Gambier	do.	1,861	1,299	54,290	34,434
Rubber	do.	69,804	89,763	2,138,893	3,701,910
Total Agricultural Produce	Value	—	—	2,409,752	3,960,344
Timber	Tons	3,944	3,623	118,926	106,573
Rattans	Piculs	1,672	1,138	7,919	5,708
Other Forest Produce ..	Value	—	—	89,860	72,524
Total Forest Produce ..	Value	—	—	216,705	184,805
Tin-ore	Piculs	7,397	9,566	475,135	863,720
Iron-ore	Tons	905,316	991,119	4,526,580	4,495,245
Manganese	do.	23,054	23,126	184,432	171,328
Wolfram	Piculs	2,016	1,638	182,981	174,641
Total Minerals	Value	—	—	5,369,128	5,704,934
Dried Fish	Piculs	94,045	85,157	647,495	609,081
Belachan	"	13,283	4,420	110,442	31,319
Other Marine Produce ..	"	8,389	4,118	55,669	25,801
Total Marine Produce ..				813,606	666,201
Cattle	Heads	212	591	18,157	21,405
Buffaloes	"	459	182	15,764	13,761
Poultry	"	226	642	177	355
Goats & Sheep	"	3	18	7	100
Eggs Fresh & Salted and Turtle eggs ..	100	7,004	2,897	8,553	4,113
Total Animals	Value			42,658	39,734
Miscellaneous	do.			345,010	442,471
Total exclusive of re-exports	Value			9,196,859	10,998,490

APPENDIX H.

The comparative detailed reports in respect of principal and more important imports of articles imported into the State from all countries for the last two years 1937 and 1938.

ARTICLES.	Value 1938.	Value 1937.
	₹	₹
Wheat flour	85,204	85,803
Biscuits	33,633	35,884
Coffee raw & Tinned	34,784	40,947
Eggs fresh & salted	16,880	21,269
Fruit fresh	33,141	24,043
Tea (Black & Green)	22,018	13,126
Onion & Garlic	36,014	32,075
Other provisions	29,337	29,641
Coal	66,550	36,613
Planks	16,409	4,737
Coconut Oil	9,262	20,377
Kachang Oil	28,811	40,334
Crockery	13,002	19,710
Cements	30,904	40,760
Tiles	20,413	20,660
Iron Bar, Rod & Angles	8,416	19,372
Hollowware	19,251	21,315
Iron Galvanized	20,150	51,923
Steel Rail	55,474	71,082
Other Material not specified	19,148	54,327
Other Material of iron & steel	16,919	24,127
Batteries for Handflash lamps	16,995	18,969
Dredges and dredging material	25,212	11,222
Machine & Machinery	25,180	30,100
Silk piece goods	23,102	27,101
Underwear Cotton goods	28,393	29,621
Opium	35,718	58,880
Proprietary Medicine	44,659	39,496
Lubricating Oil	53,087	73,216
Washing Soap	18,523	19,011
Wagon & Truck	184,655	104,348
Part & accessories	30,998	105,917
Bicycles	21,459	36,433
Motor Cars	103,684	114,720
Rubber Shoes	27,853	30,876
Dynamite & Other explosives	18,063	9,648
Book & Printed Matter	23,356	19,943
Cabinetware	16,163	17,558
Perfumery & Cosmetic	14,531	12,365
Umbrellas	11,692	10,336

APPENDIX I.

The following table shows the imports and exports of coin and bullion respectively during the year and the preceding two years:—

					1936	1937	1938
					\$	\$	\$
Imports	..	..	..	..	8,643	26,951	49,290
Exports	..	..	..	..	nil	2,000	nil
Total					8,643	28,951	49,290

APPENDIX J.

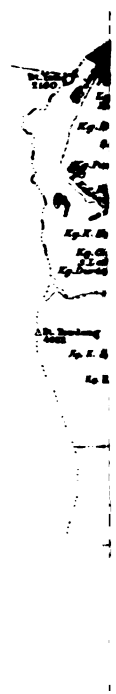
COMPARATIVE RETURNS OF THE VALUES OF
IMPORTS AND EXPORTS FROM 1910—1938.

Year.			Imports.	Exports.	Total Trade.
			\$	\$	\$
1910	..	..	679,005	1,466,262	2,145,317
1911	..	..	706,737	1,811,420	2,518,157
1912	..	..	1,275,659	1,782,724	3,058,383
1913	..	..	1,217,692	1,976,691	3,194,383
1914	..	..	1,242,410	1,962,772	3,205,182
1915	..	..	1,266,654	1,989,372	3,256,026
1916	..	..	1,157,788	2,079,642	3,237,430
1917	..	..	1,187,917	2,306,804	3,494,721
1918	..	..	1,459,429	3,749,900	5,209,329
1919	..	..	1,911,014	3,816,670	5,727,684
1920	..	..	1,571,789	3,544,905	5,116,694
1921	..	..	803,234	2,022,587	2,825,821
1922	..	..	629,689	2,092,247	2,721,936
1923	..	..	798,083	2,747,605	3,545,688
1924	..	..	4,712,289	6,452,421	11,164,710
1925	..	..	4,556,366	8,072,696	12,629,062
1926	..	..	5,915,560	8,052,391	13,967,951
1927	..	..	6,064,748	8,244,479	14,309,227
1928	..	..	5,744,463	6,895,220	12,639,683
1929	..	..	5,528,194	7,269,240	12,797,434
1930	..	..	4,799,763	5,227,489	10,027,252
1931	..	..	3,028,906	3,689,970	6,718,876
1932	..	..	3,128,765	3,965,825	7,094,590
1933	..	..	2,693,951	4,570,747	7,264,698
1934	..	..	3,460,829	6,580,970	10,041,799
1935	..	..	5,551,658	7,940,586	13,492,644
1936	..	..	5,258,496	9,121,921	14,380,417
1937	..	..	6,443,326	11,679,578	18,122,904
1938	..	..	6,140,777	9,851,964	15,337,636

APPENDIX K. METEOROLOGICAL SUMMARY, 1938 KUALA TRENGGANU.

(76)

Month.	Rainfall.			Bright Sunshine.	Air Temperature.	
	Maximum for one day.	Number of rainfall days.	Total.		Range of maximum temperatures.	Range of minimum temperatures.
January	1.10	18	3.66	205.90	79—86	69—77
February	1.16	10	4.58	215.80	83—88	70—77
March	11.17	15	21.41	237.30	77—90	71—75
April	0.31	6	0.62	260.30	82—92	72—79
May	2.26	13	4.61	238.80	83—93	71—76
June	1.68	9	4.99	209.50	85—93	70—76
July	1.11	13	4.02	217.80	83—92	70—76
August	1.90	14	5.57	195.40	76—91	70—75
September	0.96	17	3.52	174.80	85—92	71—76
October	2.13	22	8.77	209.80	78—92	70—74
November	8.11	19	35.48	170.40	74—91	70—75
December	7.26	21	20.83	172.10	79—86	68—78



APPENDIX K.

Reports, etc., of Imperial and Colonial Interest

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Report of the Commission

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LABOUR CONDITIONS IN NORTHERN RHODESIA

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Report

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Report by Major G. St. J. Orde Browne, O.B.E.

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Report of Committee

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Report of Committee

[Cmd. 4730 (1934)] 9d. (10d.)

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BRITISH SOLOMON ISLANDS	NIGERIA
PROTECTORATE	NORTHERN RHODESIA
BRUNEI, STATE OF	NYASALAND
CAYMAN ISLANDS (JAMAICA)	PERLIS
CEYLON	ST. HELENA
CYPRUS	ST. LUCIA
FALKLAND ISLANDS	ST. VINCENT
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FIJI	SIERRA LEONE
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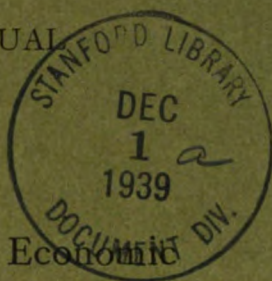
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STATE OF JOHORE

ANNUAL REPORT FOR THE YEAR 1938.

I.—GEOGRAPHY, CLIMATE AND HISTORY.

1. Johore lies at the extreme south of the Malay Peninsula. It is bounded on the north by Pahang, on the north-west by Negri Sembilan and Malacca, on the west by the Straits of Malacca, on the south by the Straits of Tebrau, and on the east by the China Sea. Its area like that of Wales is approximately 7,500 square miles. The interior is in great part covered with jungle. The country is less mountainous than any other part of the Peninsula.

2. The following was the rainfall recorded in 1937 and 1938:—

	1937	1938
	—	—
	Inches.	Inches.
Johore Bahru (South) ..	104.22	106.50
Kota Tinggi (South-east) ..	116.70	116.77
Pontian (South-west) ..	87.59	96.17
Kluang (Central) ..	98.88	83.75
Batu Pahat (west) ..	83.86	81.28
Mersing (East) ..	96.40	103.93
Segamat (North) ..	79.08	71.25
Muar (North-west) ..	98.17	84.67

The highest rainfall was recorded at Pelepah Valley Estate, Kota Tinggi, 153.32 inches; the lowest at Consolidated Eastern Plantation, Niyor, 60.24 inches. The highest average maximum temperature recorded was 93.47° F. at Muar in April, the lowest 81.8° F. at Mersing in January. The highest average minimum temperature recorded was 75.0° F. at Johore Bahru in May, the lowest 69.9° F. at Kota Tinggi in July. The highest maximum temperature recorded was 97° F. at Segamat on 17th February; the lowest 75° F. at Mersing on 27th December. The highest minimum temperature recorded was 80° F. at Pontian on the 10th April; the lowest 65° F. at Muar on the 4th January, 1938.

During the past five years the temperature has been as follows:—

Year	Highest Maximum	Lowest Minimum
1934	98°F.	65°F.
1935	99°F.	64°F.
1936	97°F.	62°F.
1937	99°F.	60°F.
1938	97°F.	65°F.

* 3. In the days of Buddhist Singapore there must have been traffic up the great Johore river of the hinterland, whose upper reaches offered tin, camphor and aboriginal slaves. At Ganggayu, which is identified with the still existing tributary of the Johore river called Lenggiu, one of the 11th century Chola kings is said by the *Malay Annals* to have built a fort of black stone but it has never been traced. Perhaps, too, the Ji-lo-t'ing, of which Chao Ju-Kua wrote in 1225 A.D., was the modern Jelutong at the south-east corner of Johore.

In a Javanese work the *Nagarakretagama* composed in 1365 A.D. we reach historical fact. It speaks of Ujong Medini, that is, Ujong Tanah or Land's End (as Johore was often called) as one of the countries subdued by Majapahit just before that date along with Pahang and Tumasik or Old Singapore.

4. Malacca then grew to be the first trading centre of the East. After its conquest by the Portuguese in 1511, the son of the last ruler of Malacca settled in Johore and continued the historic Sultanate. The history of the next 300 years is an almost uninterrupted record of wars. Hostilities with the Portuguese persisted nearly until the arrival of the Dutch in 1602. Johore bears no small part in Dutch colonial history; relations were friendly, despite a diplomatic struggle for commercial privileges. But the conquest of Batu Sawar (near Kota Tinggi) by the Achinese in 1615 closed one chapter of Johore history as the conquest of Johore Lama by the Portuguese in 1587 had closed another, and it appeared then to the Dutch that the renowned kingdom of Johore had come to an end. In return for assistance at the attack on Malacca in 1641, the Dutch tried to restore Johore to its position as premier Malay State. But the capital was burnt by Jambi in 1673: in 1699 the Sultan was assassinated, and in 1717 the throne was seized by a Sumatran adventurer, Raja Kechil. Then the Bugis appeared and the capital of the old empire was transferred to the Riau Archipelago.

* The following historical paragraphs were compiled by Sir Richard Winstedt, K.B.E., C.M.G., D. LITT., late General Adviser.

5. After continuous intrigues between the Malay and Bugis chiefs, the Dutch in 1784 recognized the Sultan of Lingga as ruler of the Johore empire, drove the Bugis from Riau and stationed there a Resident with a garrison: the Malay Sultan and Bugis Viceroy accepted the position of dependent princes but the old empire was in a state of dissolution, the Bendahara and Temenggong being virtually territorial chiefs in Pahang and Johore respectively.

This was the position when the British, by virtue of treaties made in 1819 and 1824, obtained a complete cession of the island of Singapore. Visitors emphasize the then deserted character of Johore: in 1847 Johore Lama consisted of 25 huts, and not till 1855 was the capital moved to its present situation at Johore Bahru.

6. The extension of the Pax Britannica "helped Johore to grow populous again". Moreover since 1855 the country has been governed by enlightened and progressive rulers, Sultan Abubakar who died in 1895 and Sultan Ibrahim the present ruler. In 1895 the Sultan undertook to receive a British agent having the functions of a Consular officer; in 1910, having had an unofficial adviser for some years, the Sultan reorganized his Government with the assistance of the Governor of the Straits Settlements; in 1914 a General Adviser with enlarged powers was appointed. The recent history of the State has been a record of continued prosperity. Since 1924 the completion of a causeway across the Straits of Tebrau has permitted uninterrupted traffic by rail and road between Johore and Singapore and by railway between Singapore and Bangkok.

II.—GOVERNMENT.

7. In 1895 the late Sultan Abubakar gave Johore a written constitution. It provided for the election of the Sovereign and the State allowance of His Highness and his family and for the descent or succession. It provided also for the constitution and duties of:

- (a) a Council of 8 to 12 Johore Malay "assistants and Ministers and coadjutors to the Sovereign"—it corresponds broadly to a Privy Council—
- (b) a State Council of 16 or more members presided over by the Mentri or Prime Minister, with functions similar to those of the Legislative Council of a British Colony, its enactments requiring the consent of the Sultan which under certain conditions must be given. "If there shall be any enactment or regulation or matter or thing not approved or sanctioned by the Sovereign, it may be introduced again at the next meeting of the Council of State, and if for three times successively

it shall not have been approved, the said matter may not again be introduced until one year has elapsed from the time it was last considered. Should the matter be again decided in the same manner by the Council of State for the fourth time, it shall be expedient on the part of the Sovereign to approve and sanction the same, because the moral responsibility of the Sovereign then entirely ceases". Members are appointed by the Sultan with the advice or concurrence of the Council of Ministers. Under a supplementary ordinance of 1914 they need not all be Malays and actually include Europeans official and unofficial, Chinese and Indian.

In 1912 Sultan Ibrahim added:

- (c) an Executive Council, to be presided over by the Sultan, which has functions similar to those of the Executive Council in a British Colony. To it are referred all applications for agricultural and mining lands, all P. W. D. contracts and tenders, questions of promotion as well as the initiation of legislation and any other matters of importance.

8. By an agreement signed in 1914 Johore agreed to receive and provide a residence for a British General Adviser, "whose advice must be asked and acted upon on all matters affecting the general administration of the country and on all questions other than those touching Malay Religion and Custom..... The collection and control of all revenues of the country shall be regulated under the advice of the General Adviser".

If there is a difference of opinion between the Sultan and the General Adviser, it was agreed that the opinion of the State Council should be taken and communicated to the High Commissioner along with the views of the General Adviser.

Johore then also agreed to have European Judges, and to appoint European official members on its Executive Council; Malay and European officers were to be treated on terms of equality. European officers are seconded to the State from the Malayan Civil Service and the big joint departments of Straits Settlements and Federated Malay States. Both Malay and English are official languages for use in the Courts.

9. Under the aforesaid constitution with its several Councils administration is carried on by the Malay Menteri or Prime Minister with the Malay State Secretary as the Government's official spokesman and a number of other Malay officials; policy and executive action being subject to the scrutiny and approval of the General Adviser who is assisted by various British officers, namely Legal and Financial Advisers, Commissioners of Lands and Mines, Trade and Customs and Police, a

Warden of Mines, a Principal Medical Officer, a State Engineer, a Controller of Labour, a Protector of Chinese, a State Agricultural Officer, a Superintendent of Education, a Conservator of Forests, a Controller of Posts, Telegraphs, a Chief Surveyor and a Chief Electrical Engineer. All these heads of departments have, in turn, their assistants European and Malay. There are a Malay Treasurer and a Malay Auditor, both with the Financial Commissioner to advise them. There are Malay State Commissioners in outlying districts, Malay District Officers, Collectors of Land Revenue, Custom officers, Inspectors of Police and so on.

10. The power of revising death sentences lies with the Sultan advised by his Executive Council. Land is held from the Sultan.

III.—POPULATION.

11. The mean population of Johore in 1938, as estimated by methods IA and IIB of paragraph 420 of the 1931 Census Report, was

	Males	Females	Persons
Europeans ..	770	310	1,080
Eurasians ..	240	200	440
Malaysians ..	163,030	145,210	308,240
Chinese ..	206,070	105,550	311,620
Indians ..	51,700	32,390	84,090
Others ..	2,610	1,790	4,400
<hr/>			
Total ..	424,420	285,450	709,870

The following table gives the estimated total mean population for each of the nine years 1930 to 1938, with the actual enumerated population of the 1st April, 1931, for comparison:—

	Males	Females	Persons
1930	372,300	197,100	569,400
1931	308,600	179,800	488,400
1932	277,200	175,400	452,600
1933	267,900	187,000	454,900
1934	285,200	188,300	473,500
1935	349,100	215,600	564,700
1936	391,400	239,800	631,200
1937	357,950	255,560	613,510
1938	424,420	285,450	709,870
1931 (Census)	323,413	181,898	505,311

The following table gives the general birth and death rates and infantile mortality rates for the population of all races combined for the past nine years:—

	Birth Rate	Death Rate	Infantile Mortality Rate
1930	35.84	24.89	186
1931	39.41	22.20	152
1932	40.61	21.00	140
1933	44.36	21.41	149
1934	43.42	27.14	228
1935	40.77	23.42	182
1936	40.87	20.01	181
1937	44.10	21.10	154
1938	42.54	19.72	170

IV.—HEALTH.

12. The following figures throw some light upon the incidence of disease.

The principal groups of diseases leading to death are as follows:—

Fever not specified	..	..	..	4,872
Convulsions	..	..	..	2,325
Premature birth and diseases of infancy	..	..	..	1,174
Pneumonia	..	..	..	855
Malaria	..	..	..	542
Old age	..	..	..	617
Pulmonary Tuberculosis	..	..	..	586
Diarrhœa and Enteritis	..	..	..	499
Beri Beri	..	..	..	299
Heart Disease	..	..	..	231
Diseases of pregnancy, child birth and puerperal state	..	..	..	217
Dysentery	..	..	..	114

The following are the statistics for communicable diseases, treated in Government Hospitals during the last two years:—

	Malaria (positive)	Malaria (unspect- fied)	Beri Beri	Tubercu- losis	Dysentery	Diarrhoea	Pneumonia	Ankylos- tormiasis	Influenza	Veneral Diseases	Yaws	Other diseases	Total
1937 Cases -	7,765	1,333	372	698	641	629	948	1,256	2,074	1,332	45	26,141	43,234
Deaths	268	44	33	277	103	112	399	10	10	6	—	1,288	2,550
1938 Cases -	10,486	2,068	694	955	635	805	1,038	1,446	1,615	1,374	52	31,638	52,806
Deaths	326	58	68	328	87	168	410	24	8	14	—	1,449	2,940

7

The following are the statistics for dangerous and infectious diseases:—

	Small-pox	Chicken-pox	Cerebro Spinal Fever	Typhoid Fever	Erysipelas	Diphtheria	Measles	Tropical Typhus	Encephalitis lethargica	Acute poliomyelitis	Scarlet Fever	Puerperal Fever	Total
1937 Cases	—	135	11	301	20	77	1,064	3	1	2	2	5	1,621
Deaths	—	—	9	70	5	27	1	—	1	—	—	—	113
1938 Cases	—	367	10	277	20	80	226	2	—	—	—	3	985
Deaths	—	—	8	72	3	32	1	—	—	—	—	—	116

HOSPITALS AND DISPENSARIES.

13. *In-patients*.—The admissions were 50,294 against 41,142 in 1937, the total number treated being 52,806 as compared with 43,234 during 1937. The percentage of deaths to total treated was 5.56 as compared with 5.90 in 1937.

Out-patients.—The number of new cases treated was 255,811 compared with 258,800 in 1937. 159,148 were attended by five motor travelling dispensaries in Johore Bahru, Muar, Batu Pahat, Segamat and Kluang districts. The total number of attendances during the year was 382,183 as against 348,642 in 1937.

Maternity Work.—3,828 cases were admitted to Government hospitals as against 3,026 in 1937. 153 confinements were attended at patients' houses. 71 ante-natal and 304 post-natal cases visits were made to patients' homes. During the year 159 certified midwives were practising in the State, and 30 probationer midwives were in training.

*Women and Children's Clinics, (Johore Bahru,
Muar, Batu Pahat, and Segamat).*

53,369 infants and children under twelve years old were seen at the above centres. All other cases over twelve years old seen were 58,279. The total attendances were 111,648. 10,247 ante-natal cases were seen. 16,091 washings of 5,148 new babies were done. 30,692 domiciliary visits, 36,890 visits to women and 40,654 visits to infants and children were paid. 804 maternity cases and 20 abnormal labours were conducted.

Mental Hospital.—The number of cases remaining on 31st December, 1937, was 561. There were 180 new admissions, making a total of 741. Of these 84 were discharged, 1 transferred, 3 absconded and 53 died. 600 patients remained at the end of the year. The total number of criminal lunatics treated was 45 including 7 vagrants. There were 3 escapes, one suicide and one fatality during the year. Meetings were held monthly by the Board of Visitors to the Mental Hospital.

The Leper Asylum contained 267 lepers at the end of 1937. During the year 146 new cases were admitted. The total number of lepers treated was 413. From the Asylum 78 lepers absconded, 3 were discharged and 16 died. 252 males and 64 females remained in the Leper Asylum at the end of the year. The attendance in the primary school was 24 of which 6 were girls.

Prison Hospitals—

- (a) *Johore Bahru*.—223 cases were treated as in-patients during the year, with 2 deaths. There were three cases of judicial executions. The total number of attendances as out-patients during the year was 21,622.
- (b) *Muar*.—74 cases with no deaths were treated as in-patients. The total number of new out-patients treated during the year was 672, and the total number of attendances as out-patients was 3,498.

14. *Johore Police Force*.—Out of a total strength of 1,362 officers and other ranks in the Johore Police Force, 545 were admitted to hospitals in the State during the year. The total number of in-patients treated was 558 including 13 cases remaining from 1937. 50 cases of Malaria fever and 27 cases of eye diseases were admitted. There were two deaths in hospitals. The number of cases treated as out-patients was 4213.

15. *Johore Military Forces*.—Out of a total strength of 41 officers and 909 other ranks in the Johore Military Forces, 435 were admitted to hospitals. The total number of in-patients treated was 440. There were 8 deaths. The total number of cases treated as out-patients during the year was 12,416.

V.—HOUSING.

16. The house accommodation may be divided into two broad classes, (a) houses in the country and (b) houses in towns.

(a) In the country the housing position is satisfactory. The Malay lives on his own land in a house built by himself or a building contractor. The poorer the house the better ventilated: the humble house is built of palm-thatch or bark, the wealthier of sawn planks with windows that superstition and fear of thieves keep closed at night. On estates the Indian labourer is housed in lines approved by the Health Department. To the cheap and readily accessible materials of the country the industrious Chinese quickly respond and the longer they live in the Malay Peninsula the bigger and more hygienic their dwellings. All that is really required is a roof to keep off the rain: otherwise the more open a house in the tropical climate the healthier and more comfortable.

(b) In towns the chief difficulties are insufficient ventilation and the illegal construction of cubicles. But no house can be built until its plan has been approved by a Town Board Committee, whose members include a Government Health Officer and a Government Engineer. A site-plan also has to be furnished so that town-planning requirements may be satisfied. The desire to save rent by dividing its burden among many is still a source of overcrowding. There are no building societies. Government builds lines for its day-labourers and houses for its other employees. The coolies live rent-free. Other Government servants generally pay a low rental. The Chinese capitalist builds nearly all shop-houses, and in most of them above and behind the shop is a dwelling-house. A return of houses in town-board areas is included in Appendix E.

All villages and schools now have football and recreation grounds.

VI.—NATURAL RESOURCES.

MINERALS.

17. The quantities and values of Mineral exports for the last three years were:—

	1936			1937			1938		
	Tons	Value	Duty	Tons	Value	Duty	Tons	Value	Duty
		\$	\$		\$	\$		\$	\$
Tin-ore -	999	1,730,735	161,249	1,077	1,849,734	211,715	†1,041	1,702,864	157,832
Iron-ore	590,288	2,951,445	324,286	519,339	2,596,696	259,669	549,960	2,749,800	245,774
China Clay (Kaolin)	—	—	—	30	602	30	392	7,560	378
Gold - 33.50oz.		1,895	47	2.75 oz.	154	437	43oz.	2,096	53
Bauxite -	36	219	17	12,628	62,659	6,314	55,751	278,755	23,141
Stone -	28,700	46,590	4,757	1,050,735 pikuls	1,603,120	166,310	236,550	38,830	5,799
Wolfram	—	—	—	2.13	32	3	—	—	—
	—	4,730,884	490,356	—	6,171,937	644,045	—	4,779,905	432,977

† Includes production under Buffer Stock.

‡ Are figures for tin-ore on which duty has been paid and includes a quantity export in December, 1937, on which duty was paid in 1938.

* Includes stone used by P. W. D. for roads construction for which no duty is paid.

18. The following revenue was derived from mining and minerals during the last three years:—

	1936	1937	1938
	\$	\$	\$
Rent on leases ...	10,433	10,503	10,798
Premia on leases ...	8,973	6,230	4,580
Prospecting licences ...	70	255	—
Ore buyers'	400	500	500
Dulang passes ...	440	423	619
	20,316	17,911	16,497
Export duty ...	490,355	644,045	432,977
Total ...	510,671	661,956	449,474

In addition \$5,831 was collected from fees for removing minerals under Land Rule 21 as against \$7,664 in 1937. The grand total of revenue collected for 1938 therefore amounts to \$455,305. The decrease in revenue as compared with 1937 is due to the low tin-ore quota releases in force and to decreased demands for rock stone and sand in connection with construction work at the Naval Base, Singapore.

The expenditure on the Mines Department was only \$21,082.

19. The yearly census showed a mining labour force of 4,208 against 4,538 in 1937. These are classified as follows:—

By minerals worked

	Iron	Tin	Gold	Bauxite	China Clay	Total
1938	1,597	1,847	22	742	—	4,208
1937	1,875	2,426	—	209	18	4,528
1936	2,143	2,072	32	55	2	4,304

By Method of Payment

		Contract	Wages	Tribute	Total
1938	-	1,709	2,050	449	4,208
1937	-	1,881	1,991	656	4,528
1936	-	1,975	1,513	816	4,304

By Method of Mining

		1938	1937	1936	1935
Open cast	-	2,721	2,491	3,016	1,791
Underground	-	14	92	70	68
HYDRAULIC:—					
(a) Gravel Pump	-	960	1,348	590	284
(b) Lampan	-	232	293	325	120
Bucket Dredging	-	281	304	303	268
Total	-	4,208	4,528	4,304	2,531

By Nationality

		1938	1937	1936	1935
Europeans	-	7	10	6	6
Malays	-	842	423	341	203
Chinese	-	1,917	3,483	3,434	2,243
Japanese	-	74	79	72	34
Indians	-	1,341	532	450	45
Others	-	27	1	1	—
Total	-	4,208	4,528	4,304	2,531

The labour force is rated as:—

Staff and skilled labour	..	..	..	981
Unskilled labour	..	..	..	3,227

Average rates of pay were:—

Skilled labour .. \$1.00 to \$4.00 per day

Unskilled „ .. 60-80 cents per day with food
80-90 „ „ without food.

20. The total horse power of prime movers employed in mines was 5,652 as against 7,151 in 1937.

21. The total area alienated for mining at the end of the year amounted to 12,467 acres, 10,764 for tin, 1,462 for iron, 89 for gold, 4 for china clay, 129 for bauxite and 19 for wolfram.

22. *Tin Restriction.*—The output was subject to the Tin Control Scheme. The following table gives a comparison between International and Domestic quotas during the year but does not include Buffer Stock:—

	<i>International</i>	<i>Johore Domestic</i>
January to March	... 70%	Owing to revision of Assessment no definite percentage release was given.
April to June	... 62.56%	60%
July to September	... 35%	31%
October to December	... 35%	31%

A Buffer Stock was brought into being during July, and an International quota of 10% was allotted to the State for the period July to September, and a similar quantity was allocated for the period October to December. As Trengganu did not accept her share of the Buffer Stock, a portion of Trengganu's allotment was given to Johore.

The following table shows the total Buffer Stock figures in tons tin:—

Period	Release % Tons	Transfer from Trengganu Tons	Total amount allotted Tons	Total produced Tons
July to September	... 10 34	12.50	46.50	32.15
October to December	... 10 34	12.50	46.50	58.98

23. *Details of Mining.*

(a) *Tin-ore.*—Is found in the form of Cassiterite Sn O₂ which possess a brownish colour.

Methods of mining employed in wining this mineral consist of Dredging, gravel pumping, hydraulicing, lode mining, open cast mining and dulang washing. The costs of production at the mines are respectively

Dredging ..	.. 14 cents per cubic yard.
Gravel Pump ..	.. 35 cents per cubic yard.
Hydraulicing ..	.. 24 cents per cubic yard.
Open Cast	
(Small workings) ..	.. 25 cents per cubic yard.

Exports of tin-ore from mines are governed by the International tin quota release each quarter of the year. The difference between the amount of tin-ore produced and the amount exported is held by miners as "permissible stocks", which are governed by Tin Restriction and represent a percentage of the assessment of each mine.

The proportion of the total exports of tin-ore from European owned or managed mines was 44% as compared with 56% from mines under Chinese management.

(b) *Iron-ore*.—Is found in the form of Haematite $\text{Fe } 2^{\circ}3$ and Limonite $2 \text{ Fe } 2^{\circ}3 \text{ H}_2^{\circ}$, and is being mined in the vicinity of towns of Endau and Yong Peng. There are only two iron mines in the State, both owned by Japanese Companies, who export all the iron-ore produced to Japan where it is smelted.

Iron ore is not exported from the mine situated near Endau on the East Coast of Johore during the monsoon period (November to March inclusive), as it is impossible owing to very heavy seas to transfer the ore from the lighters into the steamers which are anchored some half a mile out from the shore. This mine has now decided to continue production during the monsoon period and to store the ore, so that the whole of the year's production will be exported during the period April to October inclusive. The other mine which is situated in the vicinity of Yong Peng is able to export from the West Coast throughout the whole year, as that coast is not affected by the monsoons.

(c) *Gold*.—No mines are working for gold. The small output represents the amount recovered as a bye-product in tin mining.

(d) *Bauxite*.—Mining for this mineral only began on a small scale during 1936 and since that year the excavating and washing plants in the mines have been enlarged and increased output obtained. At present there are only two mines producing at Batu Pahat owned by a Japanese Company and another at Kim Kim owned by a Chinese miner. All tin ore is exported in its crude state to Japan, where it is treated and smelted.

The year under review has been a very hard and difficult one for tin minerals owing to the very low quota releases, and many Chinese mines have been working at a loss, being unable to stop operation owing to heavy financial liabilities. It is hoped that the forthcoming year will contain brighter prospects for the tin industry.

Mining for the aluminium mineral bauxite has developed considerably during the year and searching for new deposit continues.

Prospecting is encouraged in the State for all minerals, with the exception of tin-ore upon which there are certain limitations owing to the exigencies of Tin Restriction.

AGRICULTURE.

24. Agricultural industries occupy the position of chief importance in the economy of the State. The total value of all agricultural exports amounting to \$53,282,745 a decrease of approximately \$42,773,879 over that for 1937. In accordance with custom, crops are classified under three heads:—

(A) those grown on estates and small holdings (B) those grown on estates only and (C) those grown exclusively on small holdings. (A small holding for this purpose means an area of 25 acres or less).

25. (A) *Crops grown on estates and small holdings.*

Rubber.—This crop remains of primary importance both in area under cultivation and in value of exports. The total planted area at the end of 1938 was estimated at 891,151 acres, of which 365,996 acres were cultivated on estates and small holdings of less than 100 acres in extent. The total production of rubber during the year amounted to 90,279 tons, of which 58,213 were produced on estates of 100 acres and over and 32,066 on estates of under 100 acres, which compares with 71,833 tons, and 51,575 tons respectively, for 1937. The total value of exports for 1937 was \$44,394,960.

Comparative figures of exports and value for the past five years are as follows:—

(Including dry weight equivalent of latex).

		Quantity in Piculs.	Value \$
1934	..	1,747,099	47,563,787
1935	..	1,400,422	32,963,598
1936	..	1,495,527	59,348,483
1937	..	2,067,153	86,349,336
1938	..	1,497,352	44,394,960

26. The area of budgrafted rubber at the end of 1938 was 77,510 acres, as against 75,777 for 1937.

During the year some 2,927 acres of rubber were replanted. 771 acres were planted for experimental purposes as compared with 6,013 acres and 1,117 acres in 1937.

27. *New Planting Position.*—Applications in respect of a total area of 55,936 acres were received for new planting. Of this area 36,917 acres were for State Land, while 14,000 acres were in respect of large estates for new planting in their own reserves. Of the total of 55,936 acres, 27,158 acres were approved. Applications for conversions totalled 1,971 acres of which 1,123 acres were approved.

28. The general maintenance of small holdings was not as satisfactory as in the previous year, the fall in price of the commodity being responsible for less attention being paid to holdings.

Production on small holdings was well maintained throughout the year. Practically the whole output was sold as wet sheet, but some small holders in Panchor (Muar) sold their latex to a Chinese dealer who converted it into first class sheet. Budding generally does not seem to appeal to small holders though one in Muar budded some 715 trees on his holding, with a percentage of about 75% takes.

(a) *Pests and Diseases.*—Mouldy Rot (*Ceratostomella fimbriata*), contained to be the most serious and wide spread disease of rubber in the State. Control measures on the whole were satisfactory.

(b) *Termites.*—Greater use is being made of chemicals in the control of this pest, and *Cymag* and *Cirrus Silicofluoride* are in general use in small and medium holdings.

(c) Rats and snails increased in some areas.

(d) *Oidium Heveae*: the infection was milder than usual.

(e) Root diseases control received attention.

29. The Small Holders Advisory Service continued to function during the year. Lectures and demonstrations on all aspects of estate management were conducted throughout the year.

30. *Coconuts.*—The area under coconuts was estimated at 171,733 acres as against 171,366 acres in 1937. 169,603 acres are cultivated by small holders, 69,495 of which are inter-planted with other Kampong Crops. Local prices followed the general trend of the Singapore Market, discount ranging from 40-80 cents per pikul, depending on quality distance, and transport costs to Singapore. Exports totalled 766,751 pikuls valued at \$2,683,629 compared with 742,055 pikuls valued at \$4,823,358 for 1937. The Copra industry in Johore is almost

entirely a small-holders industry, but not all owners of coconut holdings are producers of Copra. Although small coconut holdings are mainly owned by Malays, the production of Copra is very largely in the hands of Chinese, who either purchase the nuts or lease the holdings. That the Malays are showing increased interest in the production of Copra from nuts grown on their own holdings was evidenced in reports received from Chinese Copra producers, that they were finding it more difficult to purchase nuts and obtain a lease of holdings.

It is encouraging to find that many owners of kilns when deciding on rebuilding, model their new kilns on approved lines. At the end of the year there were 93 kilns of improved design in existence in the State. The majority being owned by Malays. No pest or disease of economic importance was recorded during the year, though in Batu Pahat District the Coconut Beetle (*Oryctes Rhinocerus*) was in evidence.

31. *Arecanuts*.—The area under this crop at the end of the year was estimated at 38,402 acres as against 33,964 acres in 1937, practically the whole of which is grown in mixed cultivations with other kampong products. The chief export in the commodity was "Split" which is manufactured in all producing centres. Exports totalled 351,106 pikuls valued at \$2,111,773, a big increase on 286,602 pikuls valued at \$1,785,529 in 1937. No pest or disease of importance was recorded during the year.

32. *Tapioca*.—The area under Tapioca at the end of the year was estimated to be 2,521 acres of which 138 acres were planted as a sole crop. Corresponding figures for 1937 were 3,458 and 208 acres.

Exports of Tapioca produce amounted to 6,756 pikuls, valued at \$25,260 which compares with 12,604 pikuls, valued at \$85,707 in 1937. Tapioca is gradually losing its importance as a crop in the State, owing largely to the prohibition against planting on virgin jungle land as a sole crop. Only one factory operated during the year and that only temporarily, to deal with the produce of an area of land which has passed into the hands of European Company. The grades commonly manufactured and exported are Flour, Flake Fair and Seed Pearl.

33. *Gambier*.—The total area under cultivation at the end of the year was 1,497 acres, of which 695 acres are cultivated as a sole crop. This shows little change over the 1937 figures of areas planted which were 1,477 and 790 acres respectively. Most factories worked at irregular intervals, owing to a scarcity of raw material. Exports totalled 4,907 pikuls, valued at \$64,285 which compares with 4,868 pikuls, valued at \$21,928 in 1937. The crop remained singularly free from pests and diseases during the year, the only pest of economic importance being the larvae of the Pyralid Moth, *Margaronia marginata* which did some damage to the Gambier at the Central Agricultural Station.

34. *Tuba*.—The total area under cultivation at the end of the year was 4,289 acres of which 1,087 acres were grown as a sole crop. This compares with a total of 6,314 acres, and 722 acres cultivated as a sole crop in 1937. The average prices, were root brought on ether extract \$15—\$10 and Rotenone content \$25—\$19.

35. *Pineapples*.—Prices for canned pineapples were weak throughout the first nine months of the year. G. A. Q. per case of 48 tins being quoted at:—Cubes \$2.70; Sliced Flat \$2.65; Sliced Tall \$2.80 and Golden fetching an additional 10—15 cents for all three grades. Fruit prices for various qualities per 100 was as follows:—

No. 1. 50—\$2.10, No. 2. 40—\$1.70, No. 3. 20—\$1.00. Exports and value for the past five years are as under:—

	No. of fresh fruits.	No. of cases of preserved pines.	Total Value. \$
1934 ..	33,556,687	1,115,309	4,838,962
1935 ..	41,231,874	1,096,045	4,938,505
1936 ..	27,983,507	1,494,266	5,941,823
1937 ..	29,119,839	1,406,884	5,638,000
1938 ..	57,474,570	975,066	3,299,818

The total area under pineapple at the close of the year was estimated to be 50,597 acres, of which 43,319 acres were cultivated as a sole crop.

Five factories were in operation during the main crop season, and five during the short season, rarely working to capacity. Cannery generally had an abnormally bad year. The high cost of tin plate and trouble with labour, both tended to increase costs of production, while the weakness of prices in the London Market added to canners' difficulties. The Canning Officer has remained in close touch with the industry. A Pineapple Packers Control Board came into being with the object of protecting the interests of packers and growers alike.

(B) *Crops grown on large estates.*

36. *Oil Palm*.—The area under this crop at the end of the year was 35,368 acres of which 29,465 acres are mature. Five estates are engaged in this form of cultivation, all of which are producing. The price of Palm Oil, in common with other vegetable oils, has fluctuated somewhat during the year: opening at £17 the price weakened progressively and closed at £13 per ton. The market for kernels followed the trend of palm oil. From an opening price of £10 per ton in January prices fluctuated on a declining market and closed at £8.10 per ton.

(C) *Crops grown exclusively on small holdings.*

37. *Padi*.—The area under padi, wet and dry, was estimated to be 6,080 acres and 188 acres, as against 8,030 and 880 in the previous year. Most of the reduction of 1,950 acres of the area under wet rice was in the Muar district but some reduction was also recorded in Segamat and Batu Pahat districts. Many acres were abandoned as unsuitable for this form of cultivation owing to the lack of facilities for drainage and irrigation.

Similar words have occurred in these Annual Reports for several years, but this will probably be the last time that it will be necessary to write them. At last the outlook for padi cultivation in Johore is promising. Mr A. G. Robinson, Head of the Drainage and Irrigation Department, S. S. and F. M. S., visited Johore by invitation and after an extensive tour he wrote a most valuable and encouraging report which confirms the opinion that in the past there was too fatalistic an acceptance of the dictum that Johore is not and never will be a rice growing country. Mr Robinson's advice has been gladly and gratefully accepted by the Johore Government, a tremendous fillip has been given to padi planting in the State, and in most districts Penghulus and the rayat are quite enthusiastic and glad that at last the Government is really going to help their rice fields.

Mr Robinson's report shows that there are some large areas which may be made suitable for rice cultivation on a big scale. One area in particular in the Endau district he regards as having unusual potentialities, but on these big schemes Johore proposes to go slowly.

Following a recommendation of Mr Robinson, a dredge has been ordered for the Muar River which is essential for the improvement of existing sawahs in Segamat district, and all over the State it is the policy of the Government that the Drainage and Irrigation Department—separated now from the Public Works Department—shall concentrate on improving existing sawahs before launching out on the creation of new padi areas.

38. *Coffee*.—The area under coffee at the end of the year was estimated to be 9,041 acres of which 1,564 acres are planted as a sole crop. This compares with a total of 5,528 acres of which 1,333 acres was planted as sole crop in 1937. The increase in area is accounted for by the new planting and to the compiling of a more accurate record. It is grown almost exclusively on small holdings intemixed with other village crops, and there is a considerable local demand. The export trade is small and amounted during the year to 1,601 pikuls, valued at \$22,919. The two types of coffee most commonly grown are Liberian and Robusta. The only pest of economic importance recorded during the year was the Coffee Berry Borer *cryphalus hampei*. The damage done was slight.

39. *Tobacco*.—The area under this crop at the close of the year was 344 compared with 1,275 in 1937. Prices of dry leaf have fluctuated considerably during the year, ranging from \$5.00 to \$40.00 per pikul. Kluang and Batu Pahat remained the chief centres of production. The chief product of the factories are cigars, cheroots and shag, but some cigarettes of a sort are produced and sold amazingly cheap. The market for Johore grown Tobacco is a purely local one.

40. *Patchouli*.—Interest in this crop is on the wane, only 589 acres being cultivated during 1938, as against 1,044 in 1937. The chief centre production is Segamat district. Prices were fairly steady during the year, ranging from \$4.00-\$9.00 per pikul according to quality of leaf.

41. *Manila Hemp*.—Considerable interest has been shown by one or two individuals in the possibilities of Manila Hemp cultivation in Johore during the year. Applications have been made to Land Offices for the alienation of some thousands of acres of State Land for such cultivation but at the close of the year approval had only been given for the temporary occupation of 100 acres, as a nursery area.

42. *Miscellaneous Fruit*.—The estimated area under fruit at the close of the year was 10,564 acres against 9,561 in 1937, cultivated almost entirely as a mixed crop. In addition 6,712 acres are estimated as being under banana cultivation. Muar, Batu Pahat and Segamat are the chief centres of production of mixed fruit, and Kukup, Batu Pahat and Kluang the chief centres of banana production. Fruit cultivation is largely a peasant industry, the most popular varieties grown being Rambutan, Durian, Mangosteen, Nangka (Jack Fruit), Duku, Langsat, Chiku and Mata Kuching. The mid year crop was up to expectations. A well managed citrus garden at Kluang district continues to do a good trade in the sale of Marcots of a good variety of Mandarin Orange, and during December as many as 1,000 Marcots were disposed of.

43. *School Gardens*.—The number of school gardens in the State at the close of the year totalled 53 as against 47 in 1937. The standard of upkeep has been well maintained, particularly in the Northern Circle of the State where commendable keenness continues to be responsible for some excellent displays. The usual competition was held during the year with good results.

44. *Market Gardens*.—Continued to hold the interest of the Chinese, and an increase of 100 acres was recorded in the Northern Circle. At the end of the year it was estimated that the area under this form of agriculture was 2,368 acres. The State is self supporting in the matter of vegetables and a considerable surplus finds its way to Singapore.

45. *Home Gardens*.—Further progress in the establishment of Home Gardens in the Northern Circle has been made. Over 300 have now been created as against 200 in 1936.

46. *Agricultural Shows.*—Three Agricultural Shows and Arts and Crafts Exhibitions were held in the State during the year.

(a) *State Agricultural Show.*—The fifth State Agricultural Show and Arts and Crafts Exhibition was held on 4th and 5th August at Muar. The show was well supported. The Department of Agriculture by the use of graphs, photographs and a very comprehensive display of agricultural produce, directed attention not only to the importance of agriculture in the State, but also to its wide diversity. The attendance was estimated at 35,000.

(b) *Central Johore Show.*—This third show was held on 28th and 29th July at Batu Pahat. The show was well supported. Attendance was over 23,000.

(c) *Segamat District Agricultural Show.*—This was held on 14th and 15th July and was attended by some 12,000 people. Like the Central Johore Show it was a success.

The annual Padi competition at Segamat in April as usual reached a high standard, as did the Segamat Annual Sawah competition in October.

LIVE-STOCK.

47. The number of animals slaughtered in Government slaughter-houses in Johore for local consumption were: cattle (including buffaloes) 2,322, sheep and goats 9,214 and pigs 37,495. Imports and Exports were:—

	Horses		Cattle (including buffaloes)		Sheep and Goats		Swine		Dogs	
	1937	1938	1937	1938	1937	1938	1937	1938	1937	1938
Imports	44	17	3,828	2,096	5,041	6,348	4,858	1,471	91	101
Exports	25	22	31	115	94	158	505	10,492	124	108

A census of live-stock in the State revealed the following figures:—

<i>Buffaloes.</i>	<i>Cattle.</i>	<i>Swine.</i>	<i>Goats.</i>	<i>Sheep.</i>
2,730	15,480	163,335	68,023	6,830

48. All the pig-farms are owned by Chinese; Indian and other cattle are mostly kept by Indians and there are a number of private dairies; Chinese and Malays breed buffaloes, and Malay small-holders breed goats and poultry.

49. During the year, the State was almost free from any serious diseases of a contagious or infectious nature.

MARINE PRODUCE.

50. There are fisheries round all the coasts. Japanese fishermen work off the East Coast using the method known as "moro ami" in which highly skilled divers are employed to locate the fish nets then being set over the area and the fish driven into them. Deep sea fishing is carried on by Malays with drift nets operating chiefly from Mersing and Sedili, the catches being sent to Singapore by lorry. There are also Chinese fishermen on all the coasts. Seine or drag nets are used off shore by Chinese and Malays, and in sheltered bays and estuaries fishing stakes with ground or lifting nets are employed. Illegal fishing by means of explosives, which has been prevalent in the past, has decreased. Fish caught by this means is easily recognised owing to its mutilated appearance and the quickness with which decomposition sets in, rendering it unfit for consumption. Regular examinations of the markets and the prohibition of sale of any such fish, have proved to be the most successful way of dealing with the evil, the offenders finding themselves unable to dispose of their catches. River fish are caught in many places by nets, traps and rod and line. Fishing for sale is carried out under licence, fishing on a small scale for personal consumption only being exempt.

In 1937 the Revenue derived from fishing licences amounted to \$11,366, an increase of \$902 over the previous year, indicating an improvement in the fishing industry. Several new kelongs were erected both on the East and on the West coast. There were no reports of illegal fishing by means of explosives and this form of Japanese activity in Johore waters seems now to have ceased. Any valuation of the total quantity of fish taken from Johore waters is impossible, as the greater part goes in the fishing boats direct to the Singapore markets, only that passing through the Customs at Ports, mostly in dried form, being recorded.

FOREST PRODUCE.

51. The forests produce timber, firewood, charcoal and such minor products as rattans, resins used for varnishes and the wild rubber used for the manufacture of chewing gum.

52. In common with all other tropical rain forests the forests of Johore are composed of a large variety of species of which only a limited number produce timber of commercial importance. There is a great difference between the types of forest found in the western and eastern parts of the State. The most important timbers produced on the East are the semi-hard *Dryobalanops aromatica* (kapur) and the hard *Shorea materialis* (balau) the distribution of which in the rest of the Peninsula is very limited. Second in importance are the semi-hard *Dipterocarpus spp* (keruing) and the useful soft timber

of a number of species of *Shorea* (*meranti*). The forests on the west of the State approximate more closely to those found in the northern parts of the Peninsula and produce *meranti* and *keruing*, also the hard *Balanocarpus Heimii* (*chengal*) and a hard timber known locally as *resak* which is obtained from various trees of the genus *Shorea*. In addition to the timbers mentioned above increasing use is being made of miscellaneous timbers classified for revenue purposes as class 2 which, by reason of their lack of durability, were previously neglected. These have been found to be suitable for temporary construction and are now being cut in large quantities, particularly by saw-millers who must utilize these "inferior" timbers in order to keep their mills working at full pressure. The result is that in the vicinity of sawmills the surrounding population have the advantage of a regular supply of well sawn cheap timber.

53. A very large proportion of the timber produced in Johore is still exported in the form of logs for the Singapore mills. This export, profitable though it may be, is giving rise to some uneasiness since the logs exported have to be of the very finest quality in order to stand the high cost of transport. The result is that the eyes are being picked out of the Johore forests for the benefit of Singapore, a process that cannot be allowed to continue indefinitely. The following table shows the amount of timber produced, exported and imported during the last five years.

Year	Timber produced tons	Timber exported tons	Per- centage exported	Timber imported tons	Excess of Exports over Imports tons
1934	58,357	35,069	60.1	18,030	17,039
1935	63,145	50,741	80.4	21,634	29,107
1936	58,907	35,856	60.8	25,927	9,929
1937	74,216	41,438	55.8	25,892	15,546
1938	99,364	65,469	65.9	45,182	20,287

Every attempt to reduce the destruction of the forests on State Land without depriving many small timber merchants of their livelihood failed, and in the latter part of the year a large number of the felling licences were cancelled.

54. The total outturn of timber of all kinds was 4,968,210 cubic feet an increase of 1,257,409 cubic feet or 34% over the 1937 figure. The rise was general over all classes of timber including sleepers for the F. M. S. R., but more sleepers were used in Johore than were felled there.

55. Exports to Singapore amounted to 3,208,129 cubic feet or 64.6% of the total production being an increase of 54.8% by comparison with the amount exported in 1937. Other exports to places within Malaya include 69,328 cubic feet to Selangor, 60,180 cubic feet to Malacca and smaller quantities to Penang, Negri Sembilan and Pahang.

56. The export of Johore timber to the United Kingdom was 6,092 cubic feet compared with 7,349 in 1937. This fall was due to the complete lack of demand for *keruing* until the last quarter.

57. The percentage of reserved forest to the area of the State rose from 15.4% to 15.9%. In addition about 250,000 acres of new reserves have been provisionally agreed to by Government, which will bring the percentage up to about 20%. The Commissioner of Lands has recommended even further extensions. The percentage generally accepted as desirable is somewhere in the region of 25 but might well be more in a State so well situated to participate in a profitable export trade as is Johore. With Singapore, one of the largest timber consuming centres in the East, right on her doorstep Johore can count on a steady and increasing demand for timber of all classes. That demand is at present being supplied from unreserved forests particularly in the Kluang, Endau and Kota Tinggi districts to the detriment of the forests concerned since exploitation is highly selective, haphazard and virtually uncontrolled. On State land, moreover, such fellings cannot be followed up by departmental silvicultural operations which ensure adequate regeneration of the desired species to replace the mature trees felled.

Regeneration Improvement Fellings were carried out for the first time over 4,201 acres and for the second time over 720 acres. The cost of the first operation was \$4.28 per acre, and of the second \$4.40. This includes the purchase of poison at \$0.12 per acre. These operations, which consist of the cutting of small and the poisoning of large trees of unmarketable species, are made with the object of assisting the establishment of a new crop of the valued species. When this object has been attained the overwood of valuable trees can be marketed.

58. The total output of firewood was 3,208,129 cubic feet, compared with 3,298,645 in 1937. The outturn of inland firewood increased from 965,662 cubic feet to 1,293,366: this trade suffers from competition with untaxed firewood derived from the rubber plantations who fell and sell their older trees for re-planting. The outturn of mangrove firewood fell from 2,332,983 cubic feet in 1937 to 2,150,670: this fall is due to the fact that the mangrove forests have been over exploited and

must be rested for a long period of years. The following table shows the outturn and export of firewood during the last five years:—

Year	Firewood produced tons	Firewood exported tons	Percentage of export to outturn
1934	166,196	72,918	63%
1935	116,988	74,862	63.5%
1936	125,593	73,416	58.4%
1937	131,945	80,939	61.3%
1938	129,871	86,126	66.3%

The outturn of charcoal again rose from 1,274,024 cubic feet in 1937 to 1,361,570 in 1938. The outturn from mangrove reserves increased.

59. The revenue from minor forest produce rose from \$30,936 to \$56,794. The increase in all heads but chiefly in rotans, damars and jelutong gum. The price of the last, and with it royalty, fell very heavily, but the outturn increased.

60. There are now six sawmills in the State and three more mills are contemplated.

61. The revenue collected and the surplus of revenue over expenditure were again the highest since the formation of the department in 1921. They were \$439,760 and \$300,955 compared with \$342,901 and \$232,039 in 1937. The percentage of expenditure to revenue is only 31.6%.

MANUFACTURES.

62. Such processes of manufacture as are performed in Johore relate almost entirely to the treatment of the raw materials the production of which is the State's main industry. Thus there are factories on rubber, tapioca and oil-palm estates, which are engaged in the preparation of those commodities for export. A large proportion of the pineapples grown in Johore are preserved and packed in tins and those processes are carried out in factories.

In addition to these there were the usual little ice-works, aerated water plants, engineering work-shops and printing-works and *jelutong* factories.

VII.—COMMERCE.

63. The total trade amounted to \$104,608,984 as compared with \$150,549,446 in 1937.

The figures were as follows:—

		1937	1938
		—	—
		\$	\$
Imports	..	47,288,555	43,380,224
Exports	..	106,119,505	62,758,582
		<hr/>	<hr/>
		153,408,060	106,138,806
Less Re-			
exports	..	2,858,614	1,529,822
		<hr/>	<hr/>
		150,549,446	104,608,984
		<hr/>	<hr/>

The values of imports for 1937 and 1938 under the various main heads were:—

		1937	1938
		—	—
		\$	\$
Animals, Food, Drink and			
Tobacco	..	20,106,699	20,020,832
Raw Materials and articles			
mainly manufactured	..	2,547,308	2,146,977
Articles wholly or mainly			
manufactured	..	24,237,927	20,824,431
Parcel Post	..	336,031	337,984
Coin and Bullion	..	10,540	—
		<hr/>	<hr/>
		47,288,555	43,380,224
		<hr/>	<hr/>

The total value of Imports was \$3,908,331 less than last year, the decrease being due to a decline in general prosperity owing to the low percentage of release of the rubber export quota, which prevailed during the greater part of the year, and to the low price of the commodity.

EXPORTS.

64. The following table shows, under the main heads, the quantity and value of exports for 1937 and 1938.

Articles	How counted	1937 Quantity	1938 Quantity	1937 Value	1938 Value
				\$	\$
Arecanuts ...	Pikuls	286,602	351,106	1,785,529	2,111,775
Copra ...	do.	742,055	766,751	4,823,358	2,683,629
Pepper ...	do.	44	350	510	2,108
Gambier ...	do.	4,868	4,907	21,928	64,285
Coffee ...	do.	1,216	1,601	17,024	22,919
Rubber ...	do.	2,067,158	1,497,352	86,849,336	44,894,960
Sweet Potatoes ...	do.	13,247	5,908	46,364	40,327
Tapioca ...	do.	12,604	6,756	85,707	25,260
Sago ...	do.	—	10,682	—	12,831
Pineapples ...	Nos.	29,119,839	57,474,570	727,975	1,484,903
Preserved Pineapples ...	Cases	1,406,884	975,086	4,910,035	1,864,915
Other Agricultural Produce ...	—	—	—	445,667	3,053,496
Total Agricultural Produce ...	—	—	—	99,213,428	55,711,403
Timber ...	Tons	123,994	152,625	1,005,994	1,009,419
Other Forest Produce ...	—	—	—	540,550	738,995
Total Forest Produce ...	—	—	—	1,546,544	1,748,414
Tin-ore ...	Pikuls	18,104	18,015	1,848,734	1,702,868
Iron-ore ...	Tons	519,389	491,550	2,596,696	2,457,752
Bauxite ...	do.	11,617	46,283	62,659	231,419
Wolftram ...	Pikuls	2	—	80	—
China Clay ...	Tons	30	392	602	7,560
Gold Dust ...	oz. Troy	—	—	—	—
Gold Output ...	do.	2,751	30,5746	154	1,712
Total Minerals ...	—	—	—	4,508,875	4,401,806
Marine Produce ...	—	—	—	327,152	315,086
Swine ...	Nos.	535	8,619	7,748	127,637
Cattle ...	do.	43	45	2,158	2,047
Poultry ...	Dozens	6,181	8,417	38,101	25,948
Goats and Sheep ...	Nos.	33	808	237	3,555
Eggs ...	do.	10,732,760	19,819,329	176,311	319,670
Miscellaneous ...	—	—	—	303,956	106,516
				106,119,505	62,758,582

65. The above figures show a total decrease of \$43,360,923 compared with the value of exports in 1937 and the value of rubber exports alone fell by \$41,954,376 during the year. The percentage of release under Rubber Regulation, which was 70% during the first quarter, was reduced to 60% from the 1st April and to 45% from July until the end of the year. The lowest price—16½ cents a pound—was recorded in April and the highest—28½ cents in October, the average for the year being 22.98 cents compared with 31.56 cents in 1937. This situation has, however, contributed to a substantial increase in the value of exports of other agricultural produce, notably arecanuts and gambier, and preserved pineapples are the only important commodity under this heading to show a decrease. This was due both to domestic and world causes.

The price of tin averaged \$91.14 a pikul in January, \$110.03 in December. The lowest price was \$76 on 3rd May and the highest \$111.75 on December 30th and 31st. The quantity exported was 11 pikuls more than in 1937, but there was a decrease of \$45,871 in value.

Generally speaking the figures of revenue by Productive groups, with the important exception of rubber and the minor exceptions of Copra, Tapioca, minerals and Cotton piece-goods bear comparison with the trade figures for 1937 and are favourable in comparison with those of the three previous years. The decline in revenue from Cotton piece-goods is largely due to the preference (duty free) allowed to Empire manufactures; and that the Copra industry, though hard hit by a weak and congested market, is not moribund is shown by the fact that the amount exported was greater than in 1937. The price throughout the year remained below the dutiable level. A satisfactory feature of the year's trade was the increase of exports of arecanuts, which are now finding a wider market in India, and of Ground-nuts.

Liquors and tobacco show a decrease, which was inevitable in a year of considerable depression, and it is interesting to note in this connection that a factory for the manufacture of extremely cheap cigarettes from locally grown tobacco was established in Johore Bahru. This factory makes a small cigarette which sells at ten cents for 100 and the average monthly production was approximately 3,000,000. The potential monthly output is 15,000,000, but the article produced is not as yet in anyway competitive with the better class of imported cigarettes.

Iron ore was exported to Japan both from the West and East Coast and exports of Bauxite to that country increased considerably. Percentage figures show that the revenue contributed by duty on rubber exports accounted for only 14.54% compared with 30.90% of the total revenue for 1937 and the relatively high percentages shown by the other classes must therefore be regarded as abnormal.

Certain articles of foodstuffs, *e.g.* sweet potatoes, fruits, eggs and poultry are sold in the Singapore market for local consumption, but most of the exports are shipped to other countries, which are indicated in Singapore statistics. A great amount of Johore rubber is shipped direct to other countries through Singapore shipping agents.

VIII.—LABOUR.

INDIAN IMMIGRATION FUND.

66. The cost of importing Indian immigrant labour is met by the Indian Immigration Fund, which was constituted in 1907 under the management of the Indian Immigration Committee. All employers of Indian labour working on estates, mines, public works, and other specified forms of employment contribute to this Fund in the form of assessment on the number of days' work done by Indian labourers, a quarterly rate for every 72 days' work being fixed by the Indian Immigration Committee. The quarterly rates fixed during 1938, for men and women respectively, were as follows:—

	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter
Men	\$2.16 cents	72 cents	72 cents	72 cents.
Women	Nil	Nil	Nil	Nil

ASSISTED IMMIGRATION.

67. Assisted immigration from India was stopped by the Government of India in July but wives and families of labourers already employed in Malaya were permitted to join their relations and were given assisted passages.

The total number of assisted immigrants destined for Johore that arrived in Malaya during the year was 554.

NON-ASSISTED IMMIGRATION.

68. In addition to the assisted immigrants there is a considerable yearly flow of non-assisted immigrants, that is, labourers and others who pay their own passages to Malaya. It is not known how many of the total number of such immigrants entering Malaya (39,627) were destined for Johore.

REPATRIATION.

69. The total number of Indian labourers repatriated through the Labour Office in Johore Bahru during the year was 4,535 compared with 1,019 in 1937.

ASSISTANCE TO INDIAN LABOURERS IN NEED OF RELIEF.

70. There was little unemployment during the year and labourers that applied to the Labour Office for assistance to find work were generally placed in employment without difficulty. The majority of applicants for relief were those who desired to be repatriated, and these included (a) labourers either temporarily or permanently unfit for further work in Malaya, (b) labourers with sick dependents or young children without a female relative to look after them (c) widows who wished to return to India.

A small number of sick or decrepit labourers who had no relatives to look after them and did not wish to return to India were admitted to the Home for Decrepit Indians at Kuala Lumpur.

Depot.—The depot, which was opened in March, 1936 for housing labourers waiting for repatriation, unemployed, and others requiring relief, continued to be in use throughout the year in review. A total of 64,373 meals were supplied to persons awaiting repatriation and others who were admitted to the depot.

INDIAN POPULATION.

71. The Indian population of Johore as ascertained in the 1931 Census was 48,667, classified as 38,534 Tamils, 2,136 Telugus, and 7,197 Malayalis. Northern Indians numbered 2,371.

The average Indian Population for 1938 was estimated to be 84,090 as against 88,210 in 1937. The decrease is due to the gradual reduction of labour forces following the fall in the allowance of export rights.

RETURNS AND VITAL STATISTICS.

(a) Employers of labour are required to furnish quarterly returns of labour population in a form prescribed under the Labour Code. Small employers do not usually furnish these returns and it is considered that in general no useful purpose would be served by attempting to collect returns from such employers.

The following table is a summary from these returns showing the number of returns received and the total number of labourers in private employment, including working minors but excluding dependents, at the end of each of the last five years.

LABOURERS IN PRIVATE EMPLOYMENT.

Year	1934	1935	1936	1937	1938
No. of Returns	329	488	484	521	485
Indians ...	24,465	27,404	28,483	40,174	36,999
Chinese ...	25,740	24,976	26,223	32,006	24,989
Javanese ...	7,650	6,392	7,702	9,593	7,432
Others ...	1,497	1,254	832	821	680
Total ...	59,352	60,026	63,240	82,594	70,100

It will be seen from the above figures that a general decrease in the labour population has taken place during 1938. Figures of Malay labourers remained inconsiderable and are therefore included under "Others".

(b) The following are similar figures for labourers employed by Town Boards and Government Departments:—

LABOURERS IN GOVERNMENT EMPLOYMENT.

Year	1934	1935	1936	1937	1938
No. of Returns	32	33	35	35	34
Indians ...	3,537	4,086	4,913	4,979	4,637
Chinese ...	403	787	1,066	968	587
Javanese ...	686	749	1,173	896	979
Others ...	561	898	1,028	558	753
Total ...	5,187	6,520	8,180	7,401	6,956

It will be seen from these figures that a small decrease in labour strength has taken place throughout 1938, particularly among Chinese.

(c) The average Indian labour population and the death rate per mille, for the working population only, as compared with the returns for the year 1937, are as follows:—

		Average population		Death rate per mille	
		1937	1938	1937	1938
Private employment	..	36,651	38,629	11.21	13.51
Government employment	..	4,618	4,581	5.41	8.27

IX.—WORK AND WAGES.

INDIAN LABOUR.

(a) Indian labourers are mainly employed on tapping, field, and factory work on estates, road-construction and maintenance under the Public Works Department, scavenging and grass-cutting under the Town Boards and work on the permanent way under the Federated Malay States Railways. They are also employed on line work in the Posts and Telegraphs, anti-malarial oiling and maintenance under the Anti-malarial Board, in the Drainage and Irrigation Department and in the Johore Water Works. Skilled or semi-skilled Indian labourers are mainly employed by Government Departments but a number are also employed as engine-drivers and in other works on mines.

Average minimum rates of pay for the year excluding higher paid labourers, mandors, and skilled or semi-skilled workers, are given in tabular form below:—

Place of employment			Average rates of wages	
			Men	Women
Estates ...	Weeders ...	...	40 — 60	32 — 40
	Tappers ...	...	40 — 60	32 — 40
	Factory ...	...	45 — 75	35 — 50
P. W. D.		...	50 — 68	40 — 48
F. M. S. Railways		...	50 — 56	—
P. & T. Department		...	50 — 80	—
Anti-malarial Board		...	50 — 68	—
Drainage & Irrigation Dept.		...	60 — 75	—
Waterworks		...	60 — 90	—
Mines		...	60 — \$1	—

It may be noted that both on oil-palm estates and on many rubber estates a bonus or payment by results system is in force which enabled tappers on rubber estates and harvesters on oil-palm estates to earn higher rates than those quoted above.

Hours of work averaged on estates roughly 6-7 hours for tappers, 7-8 hours for weeders, and 8-9 hours for factory workers. In Government Departments hours of work averaged 8 a day, labourers employed by the Town Boards generally working a part day of 5 hours on Fridays.

Overtime work is payable under the Labour Code at double rates for work over 9 hours in any one day.

CHINESE LABOUR.

(b) Chinese labourers are employed mainly on tapping and the heavier field works on estates, and on earth works under Government Departments, and comprise the main working population of mines and pineapple factories. A number of skilled and semi-skilled Chinese labourers are employed by Government Departments and other employers. Except for a minority employed by European estates on daily pay, Chinese labourers generally work on a payment by results system, either through a contractor or on direct contract with the employer. It is in consequence difficult to ascertain their average earnings particularly where Chinese employers are concerned, more especially as the labourers themselves are often unwilling to give anything away. The following figures show the average rates paid to Chinese labourers on estates, for each quarter of the year:—

	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter
Tappers ..	55-65	50-55	35-50	40-50
Weeders ..	60-70	50-60	45-50	50-55

These figures, which are considered to be approximately accurate, reflect, particularly among tappers, the changes in the price of rubber which from an average of 22 cents in January sank to 18½ cents in April and rose to an average of 27½ cents in December.

Daily rates of pay for Chinese labourers on estates varied from 60-85 cents.

The average rates of pay for unskilled Chinese labourers working on mines were 70 cents-\$1.00 a day with food, or 80 cents-\$1.20 a day without food.

Rates of pay for labourers working in pineapple factories vary considerably in accordance with the nature of the work, of which the greater part is specialised, and it is not possible to state an average. There is moreover no reliable information available as to actual earnings.

JAVANESE LABOUR.

(c) Javanese labourers are employed mainly on tapping and heavier field works on estates, grass-cutting under the Town Boards, and river-cleaning under the Drainage and Irrigation Department. They are generally employed in conjunction with Indian labourers, both on estates and in Government Departments, are paid, when on daily pay, at the same rates and work the same hours. When working on contract rates at estate work other than tapping, their earnings probably approximate to those of Chinese labourers engaged on similar work.

A small number of Javanese labourers are employed on mines.

OTHER LABOUR.

(d) Other labour comprises mainly Malays and Northern Indians. Malay labourers are employed mainly in grass-cutting under the Town Boards and the Public Works Department, a small number being employed as tappers on estates where they generally supplement rather than form part of the regular labour force. They are paid at the same rates as Javanese and work the same hours. A small number of Malay labourers are employed in conjunction with Javanese on Mines.

Northern Indians are employed mainly on carting and earth-work on which latter their earnings are believed to approximate to those of Chinese labourers.

COST OF LIVING.

72. The index of labourer's cost of living is the price of rice, which remained fairly stable at 24 cents a gantang (Rangoon rice) during most of the year but rose together with other commodity prices, to 26 cents towards the close of the year. The cost of the Indian labourer's standard budget showed little variation during the year.

No detailed figures are available of the cost of living for labourers of other races.

The Chinese labourer feeds better than the Indian and his cost of living is naturally higher. This however is offset to some extent by the saving effected by the communal messing system.

LABOURERS' WELFARE.

(a) *Housing*.—The housing of labourers on the larger estates was generally satisfactory and with improving financial conditions fair progress was made with necessary renovations and replacements, although there was still room for improvement on a number of estates.

A notable development in the last few years has been the growing tendency of employers to provide detached or semi-detached cottages for family occupation in place of the old type of barrack lines and the cottage line is now generally favoured.

During 1928, 31 plans of new lines for Malays and Indians and 47 for Chinese were approved. Most new lines have separate kitchens provided.

Lines the population of which may sometimes be Chinese and at other times South Indians are generally built with cement floors, but where South Indians only are to be housed wooden floors are now occasionally to be seen in new buildings, though there are still comparatively rare. Almost all the newer buildings, however, are supplied with fire places and chimneys, with consequent improvement in comfort and cleanliness.

Another notable development has been the improvement of housing accommodation on the smaller Asiatic-owned estates, which was maintained throughout the year, although here too there was still room for further improvement. It may be noted here, as what, it is to be hoped, is an indication of an increasing appreciation by the smaller employers of their obligations to their labourers in this respect, that in the great majority of cases improvement was effected by means of recommendations by the Health and Labour Departments, and that in only nineteen cases was the issue of an order under the Labour Code necessary.

The housing of labourers employed under Government Departments was generally satisfactory and the standard of accommodation provided continued to show improvement.

(b) *Water Supply*.—Larger estates often have their own piped water supply conducted to stand-pipes at each set of lines, although a decreasing number still rely on a well supply. Smaller estates generally obtained their water supply from wells, and improvement in such supplies was continued throughout the year on recommendations from the Health Department. 9 orders under the Labour Code for the improvement of estate water supplies were issued during the year.

Government lines in the towns are generally served by the public water supply, other lines being provided with protected wells.

(c) *Sanitary Arrangements*.—Sanitary arrangements on estates are regulated by the Health Officers in accordance with Rules under the Labour Code. Latrines of bore-hole, pit, or bucket type are generally provided, although septic tanks have been installed on a small number of estates.

(d) *Prevention of Malaria*.—Regular anti-malarial work is maintained on almost all estates of any size under the directions of the resident or visiting medical practitioners, special anti-malarial inspectors, or dressers whose sole duty it is to supervise anti-malarial work, sometimes being employed.

Anti-malarial work in the towns and villages is controlled by the Anti-malarial Board, and on the Railways by the Health Officer, F. M. S. Railways.

(e) *Hospital Accommodation and Medical Attendance*.—There were 38 Estate Hospitals, including one detention ward and 5 Group Hospitals maintained on estates during the year. One of the Group Hospitals and 7 of the Estate Hospitals were in charge of resident medical practitioners, the remainder being in charge of visiting medical practitioners. Estates that do not maintain their own hospital or contribute to a Group Hospital make use of the Government Hospitals in each District. There are eleven such Government Hospitals in Johore.

All estates of any size employ a visiting medical practitioner who visits the estate regularly, generally at weekly, fortnightly, or monthly intervals. The majority of such estates employ qualified resident dresser, although some few smaller estates employ a visiting dresser from a neighbouring estate. The number of unqualified men employed as dressers is being gradually decreased.

All larger estates maintain their own dispensaries, while smaller estates keep a stock of medicines as required by the Health Department.

(f) *Maternity and Infant Welfare*.—All female Asiatic labourers are entitled under the Labour Code to abstain from work for a period of one month before and one month after confinement, and to receive from the employer a maternity allowance in respect of these periods, calculated on the average monthly wage earned prior to their so stopping work.

Maternity cases are treated free in Government Hospitals, and Indian women labourers and dependents from estates are almost without exception admitted to Government Hospital for confinement, their prejudice against, or fear of, going to hospital having apparently been almost entirely overcome. This however unfortunately is not the case with Javanese labourers, who can rarely and with difficulty be persuaded to send their wives to hospital for confinement. This, aggravated by Javanese theories of suitable feeding for infants, is reflected in the high infant mortality rate that appears to be general among Javanese labourers.

Specially to be noted is the practice on certain estates of sending maternity cases to hospital some months before confinement for routine pre-natal examination and any medical treatment that may be found necessary.

(g) *Nurseries*.—The construction and maintenance of properly equipped nurseries for infants under the age of three can be required under the Labour Code on any place of employment where more than fifty female labourers are employed. Such nurseries are provided on almost all estates where any considerable number of women, whether fifty or less, are employed, with one or more ayahs in charge, and free milk or kanji are supplied to the infants or children accommodated in them.

On estates where a small number of women only are employed and there is no proper nursery, a temple, drama-shed, or enclosure under raised lines often serves the same purpose satisfactorily.

A special attention to children's health and welfare that deserves note is the provision on a number of estates of a regular supply of free milk, kanji, or other food to school-children or to all children on the estate.

EDUCATION.

73. There were 109 registered Indian Vernacular schools in Johore at the end of the year, an increase of 38 from the previous year, and of these 101 were estate schools.

In addition to the registered schools there were about 26 un-registered schools on estates at the end of the year. The reason for non-registration generally was that the number of children attending the school fell short of the 15 pupils required to constitute a school within the meaning of the Registration of Schools Enactment.

All registered schools qualified for Government Grants in 1938, the total amount of grant-in-aid earned being \$22,249.72.

The construction and maintenance of a school can be required, under the Labour Code on any place of employment where there are ten or more labourers' children of any one race between the ages of seven and fourteen.

LABOURERS' ALLOTMENTS.

74. A provision under the Labour Code (Amendment) Enactment, 1936, requires the employer to set aside land (1/16 of an acre for each labourer who has dependents) suitable for use as allotments or grazing land.

On the majority of estates adequate land is available for this purpose and unplanted ravine areas can be made available for allotments subject to necessary anti-malarial control. Progress made with extending the allotment area and cultivation of existing allotments was in general fairly satisfactory, particularly on estates with an older and more settled labour force, but in a number of cases it was noted that labourers, for a variety of reasons, made little use of the land available. In some cases promising schemes have come to nothing through lack of interest displayed by labourers.

In last year's report the establishment of a large scale land settlement for Chinese labourers on Sedenak was noted. Several other estates have started settlements on smaller scale and it is possible that considerable success will be obtained with Chinese. Although the same amenities are offered to Indian labourers on certain of these estates where a mixed labour force is employed they have as yet shown no interest. The success of Chinese settlers may encourage them later.

Other experiments on a small scale in settling Indians, Chinese, or Javanese, on estates have generally not reached the stage where it is possible to state whether or not they are likely to be finally successful. It is recognised, however, that the matter is one that will require to be given increasing attention.

TRUCK.

(a) *Rice*.—Rice is supplied under permit from the Controller on all estates that employ any considerable number of Indian or Javanese labourers. There were some 131 such permits in force at the end of the year.

(b) *Estate shops*.—Almost all estates that are not immediately adjoining a town or village run one or more shops for the sale of provisions to their labourers. All such shops are required to be authorised by the Controller, and are under the control of the manager, who regulates the prices charged.

On the majority of estates the shops are either rented out for a nominal rent or allowed free to private shop-keepers.

INSPECTIONS AND COMPLAINTS.

127 visits of inspections to estates were made during the year, which included 4 special visits and 762 complaints from the labourers were registered.

OFFENCES AND PROCEEDINGS.

There were 6 convictions of employers for offences against the labour law, 4 of these being non-compliance with orders issued under the Labour Code and 2 for non-payment of wages. 15 Civil Suits were instituted in the Magistrates Courts by labourers against employers during the year. 3 suits were instituted by employers against labourers.

STRIKES AND DISTURBANCES.

Indian Labour.—There were no serious strikes, labour disputes, or disturbances affecting Indian labourers during the year.

Chinese Labour.—There were 2 strikes amongst Chinese in pineapple factories but they were not of a serious nature. They were settled by intervention by the Protection of Chinese.

LEGISLATION.

Legislation regulating the employment of labour and conditions of employment is comprised in the Labour Code, the Mining Enactment, the Machinery Enactment, the Pineapple Industry Enactment, the Workmen's Compensation Enactment and in the Rules under these Enactments.

GENERAL.

75. Although labour forces have decreased generally during the year it is still possible to find employment for labourers. Replanting programmes absorb a surplus that would otherwise be unemployed.

As reported above some estates have given out land to Chinese with a view to encouraging them to settle on the estate. No Indians have yet taken advantage of such a scheme although the same terms have been offered them in many cases.

The subject of nutrition has assumed importance in recent years and finds a reflection in increased attention to children of labourers in creches and in some instances to the diets of labourers themselves. Substances such as marmite are occasionally provided in creches in addition to the usual milk.

On an oil palm estate it was found that refined palm oil was given to children and adults. This palm oil is said to be better than cod liver oil but it is at present unpalatable to labourer. He declares that it gives him skin disease and stomach ache but this seems to be pure imagination. The estate sends free oil to the Infant Welfare Centre in Singapore and receives glowing reports of its efficiency as a body builder. One of the Assistants on the estate is taking a course of the oil with a view to disprove the skin disease theory.

On one estate visited by the Controller of Labour the labourers subscribe 10 cents a month voluntarily. The proceeds are used for a weekly feast at which goats etc. are killed.

It seems clear that any effort to suppress Toddy Drinking among South Indian labourers would be resented by the labourers themselves.

On one estate, soon after the wages were reduced from 50 cents to 45 cents, the manager received a petition from one of his oldest labourers asking him if he could not see his way to increasing the wages again to 50 cents as the petitioner 'liked to live in an aroma of toddy'.

With regard to general conditions of life in his spare time, the labourer's bicycle, of which there are great numbers on every estate, renders it easy for him to visit the local village, while the adequate pay he earns brings the younger man regularly, in hired cars crammed with his relations and friends, to the "talkies" (particularly if he is Chinese) or, in now rapidly diminishing numbers, to the drama or wayang.

CHINESE LABOUR.

Labour Cases.—There were 189 enquiries under section 96 of the Labour Code as compared with 143 in the previous year, and claims made by 1,198 labourers as against 1,008 totalled \$28,914.07 as against \$25,394.82. The average claim was

therefore for a sum of about \$24.13 as compared with \$25.19. Orders were made totalling \$20,259.32 as against \$16,139.79 and the sums recovered through that office amounted to \$5,667.62 as against \$8,975.42. Orders for execution in Court were issued in respect of unpaid balances.

Repatriation of Destitute Chinese.—Sixty-six Chinese were repatriated by the Protectorate during the year. Of these, 17 came from the Vagrant Ward, 2 were recommended by the Medical authorities and 33 males, 11 females and their minor dependants were direct applicants at the Protectorate.

Immigration Quota.—The Immigration Quota into Malaya dropped from 6,000 to 3,000 on 1st January, 1938 and subsequently to 500 per month on 1st April, 1938.

Mui-Tsai.—Of 91 Mui-tsai on the register at the end of 1937, 74 remained at the end of 1938, the difference being largely accounted for by the cancellation from the register.

During the year there were 5 prosecutions of employers of mui-tsai, two being cases of possessing unregistered mui-tsai.

Children.—There were eleven prosecutions under the Children Enactment.

Women and Girls.—At the end of 1937 there were 7 Johore girls in the Po Leung Kuk, Singapore. Fifteen others were admitted in 1938, 5 were released and one was sent to the Women's Industrial Home organised by the Salvation Army in Singapore. The total of Johore girls remaining in the Po Leung Kuk was thus 16. In addition to the girl transferred from the Po Leung Kuk to the Women's Industrial Home, another Johore girl was sent direct to the Women's Industrial Home and both these girls were still there at the end of the year.

The usual halfyearly inspections of all registered mui-tsai at their dwelling-places were carried out by the Protector of Chinese and the Assistant Protector, Muar; and in addition the more accessible girls (72 out of 74) were visited by Lady Inspector of Mui Tsai. Thirty girls have accounts in the Post Office Savings Bank and 14 attend school.

X.—EDUCATION.

76. *Organisation.*—Since March 1928 the Education Department has been under a European Superintendent, seconded from the Education Department of the Straits Settlements and Federated Malay States, Johore defraying his salary and its due proportion of his leave, pay and pension. In 1938 other officers seconded on the same terms from the same department were 6 European Masters. There is a Malay Committee which is responsible for the syllabus and teaching in religious (Quranic) schools.

77. *Government Schools.*—In the 73 Muslim Religious schools for boys and the 15 similar schools for girls there were 180 Malay teachers and an average enrolment of 9,868. Vernacular education for Malays showed increases of 11% and 24% in the average enrolment of boys and girls respectively.

In the 134 Malay Vernacular Boys' schools there were 563 Malay teachers and an average enrolment of 15,907 pupils.

In the 21 Malay Vernacular Girls' schools there were 85 Malay teachers and an average enrolment of 2,236 pupils.

In the 7 English Boys' schools there were 11 European and 109 local teachers and an average enrolment of 1,993 pupils. Classes in English were started in Malay Schools for boys likely to go on to English Schools in 1939. They were held on Saturday mornings, when Malay Schools are shut, and it is hoped that this innovation will help the Malay boy entering an English School at 10 or 11 to keep pace with Chinese and Indian boys who entered it in the Primary Class at 6.

78. *Aided Schools.*—There are two English Schools for Girls in Johore which receive grants, the Convents at Johore Bahru and Muar. Average enrolments were 310 and 136 respectively. One girl from the Johore Bahru Convent sat for the Junior Cambridge and passed, and four candidates for the Trinity College of Music Practical Examination all passed.

In the 109 Aided Tamil schools, there was an average enrolment of 3,632.

Private Schools.—In the 21 private English schools drawing no grant-in-aid there was an enrolment of 1,697. There were 245 registered Chinese schools with 606 teachers and 14,423 pupils.

79. *Elementary Education.*—This is provided in vernacular schools, Malay, Tamil and Chinese. The aim is to provide for children from the age of 5 to 14 years. Special attention is paid to local crafts and industries and in rural areas to gardening. Girls study as special subjects needlework, cookery, domestic economy, nursing, hygiene, handwork and art.

Pupils at the Malay Government and Tamil Aided elementary schools enjoy free education including free books.

80. Four new permanent Malay schools were completed, and work was in progress on one at the end of the year. In addition 12 schools were enlarged.

81. The Tamil schools with 8 exceptions are Estate schools. They nearly all have separate and satisfactory buildings and there is a steady improvement in furniture and equipment. With experience the staffs are fairly satisfactory for the lower classes, but upper classes suffer from an absence of trained teachers. Average enrolment was 3,632.

82. Registration of Chinese vernacular schools is undertaken by the Protector of Chinese. None of these schools are maintained or supported by the Government. All but three of the schools were primary. In a few gardening and fretwork were taught. The monthly fees varied between 30 cents and \$3.

Thirty-five new schools were registered during the year and 14 ceased to function. There are 245 such schools with 606 teachers and 14,423 pupils.

83. *Secondary Education.*—All English education is in effect secondary as the curriculum, though starting with primary classes, extends to the Cambridge School Certificate.

1,392 of the 1,954 boys in the Johore English schools were Malays selected by the Superintendent of Education at an interview, consideration being paid to age, school record and the teachers reports.

In the 1937 Cambridge Local Examinations 49 out of 76 School Certificate candidates passed and 108 out of 142 Junior candidates. Of the 157 passes, 85 were Malays and 72 of other races. The number of Passes in the last five years, have been 60, 88, 87, 102 and 157.

84. *Vocational Training in Johore Trade School.*—The Johore Trade School was opened in 1932 with the object of training Malay boys, who had completed their vernacular education, or had been found unsuitable for further English education, in Carpentry and Tailoring. The course lasts three years and the syllabus includes Basic English, the Elements of Book-keeping and Business Methods, Carpentry (Drawing and reading plans and the working out of simple quantities and costs; cabinet-making, including staining and polishing: joinery and carpentry: the use of wood-working machinery: and tailoring (elementary theory of cutting and machining all types of male apparel: making of mattresses, mosquito nets etc.).

Arrangements are being made to extend the scope by introducing four more trades—electrician, machine-shop, motor-repairing and brick-laying and plastering. The first three of these trades will be for Malay Boys from English schools who are unable to proceed to the secondary classes.

A carpentry text in Malay has been written and is given to the apprentices in the form of bound gestetnered sheets. A similar text in tailoring is in the process of completion.

By the end of 1938 sixty four students had completed the course—39 carpenters and 25 tailors and of these 50 have been known to obtain employment. The others have returned to their villages and are carrying on their trades in an incidental manner in conjunction with normal village activities. That is not a bad record, but it is doubtful if the tailors at any rate will really be able to compete with the Chinese guilds, unless the cooperative movement is introduced into the State—a question which is at present occupying the attention of the Johore Government.

Apart from exercises the School has turned out an enormous quantity of articles ranging from household furniture up to yachts and motor boats. All such articles are of a high standard of manufacture and compare favourably with such articles turned out by commercial firms. A carved teak pulpit for a new Mosque in the State was made by the school and this has led to a request for two more, but unfortunately these orders had to be declined as there was too much work in hand. A hostel for 40 boys was built by the students themselves and extensions to accommodate the new trades will also be built by them. The tailoring section of the school has sewn thousands of uniforms for Government Departments and also hospital linen. The Johore Medical Department is now running its own tailoring section and this section is staffed by ex-trade school students.

The profit on work, after deducting cost of materials and overhead charges, was given to the apprentices, one quarter being paid in cash and three quarters put to their credit to provide capital for them when they leave the school. No fees were charged.

It is the policy of the Johore Government to concentrate on this Trade School, for the greatest good of the greatest number, and not to attempt to provide within the State higher Technical Education for the more brilliant students but to send them where it is available elsewhere.

Netmaking, basket-making or book-binding was taught in central classes. The usual handwork was taught in the English schools. All schools have flower gardens and some have vegetable gardens, inspected by officers of the Agricultural Department. The Standard of cleanliness of the schools and of their surroundings is high and in many cases provide an example to the neighbouring villagers, who take a great interest in the schools, especially the Sports.

85. At the end of the year there was nine Johore Students at the College of Medicine, Singapore and ten students at Raffles College, and two studying law at Cambridge. There were also Johore Students in training at the Technical School, Kuala Lumpur.

The annual contribution of \$12,000 was paid to Raffles College, and the Superintendent of Education represented Johore on the College Council and attended all meetings.

86. *Games, Music, Art and Drama.*—Nearly all schools have recreation grounds. Football is everywhere popular. The standard reached in team games and physical drill remained very high. In the English Boys' schools football, cricket, hockey, badminton, volley-ball and in four schools tennis are played. They all held Athletic Sports for Inter-House Championship and competition was very keen. There is still a prejudice against games for Malay girls; though some badminton was played.

Scouts.—The number of scouts rose from 948 in 1937 to 1,234, considerable progress being made especially in Malay schools. The enthusiasm of Mr Ince the District Commissioner was infectious.

Guides.—The Girl Guides Association is independent of the Education Department. It receives a Government grant. The guides and the Brownies are all school girls. The Association is doing excellent work and is much indebted to the kind interest shown by H. H. the Tunku Ampuan Besar of Pahang. The Johore Bahru guides were runners up for the Cavendish shield and the first Johore Bahru Brownie pack were runners up for the Cavendish Token. These trophies are competed for annually by girls from all over Malaya.

Singing was taught in all of the English schools.

Elementary art is taught in all schools.

All the English Schools had literary and debating societies, and two published magazines. The Camera Club at the English College Johore Bahru is flourishing and reaches a high standard.

87. In town schools all pupils were medically and ophthalmically examined. General health conditions were reported very satisfactory. Where there is a tuck shop, it is inspected by medical authorities, who give advice regarding cleanliness and cooking. All persons who cook or handle the food are examined to see that they are free from skin affections and non-typhoid carriers. Teachers in all schools are examined for signs of tuberculosis.

Dental treatment of Government schools was carried out and extended in the districts of Johore Bahru, Batu Pahat, Muar and Segamat. All boys and girls attending school dental clinics (there were 14,177 who did so) are taught to clean their teeth properly.

The usual clerical examinations were held during the year. There were evening classes for clerks, with instruction in type-writing.

A beginning was made during the year with the building of three Government English Schools for Girls. As in the whole of the S. S. and F. M. S. there are only two Government English Schools for Girls, it will be seen that this step on the part of Johore constitutes a notable advance. In the future it is likely that there will be a much larger percentage of English-speaking Malay women and girls in Johore than in any other State in the Peninsula.

A new English School for Boys was also put in hand during the year. This step also constitutes an advance in that the district this school will serve, that of Kluang, is predominantly a Chinese district with only one Malay boys' school within a radius of 10 miles.

It was decided during the year to pay a grant in aid towards a private school, St. Andrew's, in Muar, which caters predominantly for non-Malays. The grant is being spent in raising the salaries of teachers and thus insuring a better-qualified staff.

XI.—COMMUNICATIONS AND TRANSPORT.

88. On the west coast Johore is served by Muar, Batu Pahat and several smaller ports,—Pontian, Benut and Sengarang. Local steamers from Singapore visit all the smaller ports but like the railway have suffered from the competition of road transport.

On the east coast the north-east monsoon has created bars that make the estuaries accessible only to small steamers and Mersing is the only port at which even these call, but the loading of Iron Ore brings ocean-going steamers to Endau which lie out some distance from the coast.

There are steamships running from Singapore to Pengerang, Tanjong Surat and Kota Tinggi on the Johore River and also to Sungai Papan. Motor-boats ply for hire on most of the navigable rivers.

89. The total number and tonnage of vessels entered and cleared at all the ports was as follows:—

	Entered		Cleared	
	Number	Tonnage	Number	Tonnage
Ocean-going Steamers -	79	595,860	79	595,860
Coasting „ -	3,566	119,149	3,566	119,149
Sailing vessels -	10,226	249,380	9,754	236,453

These figures show an increase of 295,002 tons entered and 276,390 cleared as compared with 1937. The number of passengers arriving and departing from the ports in the State was 21,019 and 17,683 respectively against 24,350 and 19,565 in 1937. Of the ocean-going steamers, 50 were Japanese, 7 Chinese, 2 British, 2 Greek and 12 Norwegian. 57 of them called at Batu Pahat to load Iron Ore and Bauxite, and the remaining 22 called at Endau for Iron Ore.

The total tonnage of the sea-borne trade for the last five years was—

Year	Ocean-going Vessels Tons	Sailing Vessels Tons	Coasting Steamers Tons	Total Tons
1934	263,459	234,219	121,792	619,470
1935	296,754	240,549	103,651	640,954
1936	277,700	249,307	103,547	630,554
1937	286,810	252,170	136,092	675,072
1938	595,860	236,453	119,149	951,462

90. The Johore State Railway is a corridor section of the main line that runs from Singapore to Bangkok. It was built at the expense of the Johore Government and runs from Johore Bahru in the south to Gemas in the north (120 miles 68 chains with 20 stations). It was leased to the Federated Malay States Government for 21 years from 1st January, 1912 to be run in conjunction with their railway system. The lease has since been extended for a further period of 21 years from 1st January, 1933. A causeway built in 1923 links Johore with the island of Singapore by rail and road.

91. Mails are conveyed by trains to stations and halts, also by motor cars and to places on the Johore River by steamship. Mails for the Colony and Federated Malay States are conveyed by railway, and mails for countries overseas are sent to Singapore or Kuala Lumpur, whence they may be despatched by steamship or air mail.

92. On the 31st December there were 26 post offices conducting all kind of postal and telegraph business, and 21 postal agencies affording a limited postal service as compared with 25 and 20 in 1937. Telegraph communication with all parts of the world is available through Singapore and Kuala Lumpur. Trunk telephone communication is available between all Johore exchanges and all exchanges throughout Malaya and between Johore and Netherlands Indies, Philipine Islands and Siam through Kuala Lumpur.

93. Direct mails to India were started on the 1st January, and to Amoy, Canton and Swatow from the 1st February. Prior to 1938, all correspondence posted in Johore for overseas countries except Great Britain was forwarded for inclusion in the mails from Singapore, but the increased volume and the growing cost of forwarding such correspondence a decouvert to Singapore, made the establishment of direct mails for India and China desirable.

94. *Savings Bank*.—The Post Office Savings Bank continued to grow in usefulness. The number of depositors in the Post Office Savings Bank at the end of the year was 9,165 as compared with 7,592 in 1937. The total amount standing the credit of depositors on the 31st December, inclusive of \$22,348 in respect of interest earned in 1938 was \$935,313 as compared with \$745,669 in 1937. A new Savings Bank Enactment was brought into force on the 21st September. The new Enactment incorporates with certain variations the substance of the Model Ordinance prepared in 1935 by a Committee appointed by the Secretary of State.

95. A comparison of postal business for the last three years is as follows:—

	1936	1937	1938
	—	—	—
	\$	\$	\$
Letters, papers and parcels			
handed	4,716,700	5,647,200	5,689,200
Value of Money Orders			
issued	1,420,093	2,036,156	2,257,331
Value of Money Orders			
Paid	310,093	305,636	381,548

XII.—PUBLIC WORKS.

96. The principal buildings completed and put in hand during the year were as follows:—

WORKS AND BUILDINGS COMPLETED.

Johore Bahru.

Residence for H. H. Tunngu Mahkota; Extensions to General Hospital; New Customs Offices, Johore Causeway; Pineapple experimental station, Jalan Scudai; Permanent Mosque, Pontian Kechil; Dining Hall at Sultan Abu Bakar Mosque; New Malay School for 150 girls, Pontian Kechil; and One block of six Class VII and four blocks of semi-detached Class IX quarters.

Muar.

Hospital Ward for the J. M. F. Barracks; Pork Market at Tangkak; Balais for Penghulus at Serom, Pagoh, Gersek and Sungei Balang; Quarters for two Grade II Technical Assistants, Electrical Department; One Class "A", four Class "B" and eight Class "C" quarters and Four blocks of Semi-Detached Class VIII Quarters.

Batu Pahat.

Double Storey Barracks for 24 men, Police Department; Permanent Crusher House and Loading Shed, New Crusher Plant, Minyak Beku; Extensions to Malay Schools at Sembrong, Rengit, Paseria and Sri Gading; Women and Children's Clinic; One 8 room Cooly Line with Kitchen, Lorry Shed and Overseer's Quarters at Sungei Simpang Kanan; and 7 Detention Sheds for the Veterinary Department.

Segamat.

New Market, Segamat; A second Class Ward, 26 beds; Police Station, Cha'ah; Five Cattle detention sheds; Five Class IX Quarters; and Quarters for Assistant Game Warden.

Kluang.

Police Station at Ayer Bemban; Post Office at Layang Layang; Slaughter House for goats and sheep; Malay School for 180 boys with Quarters for Head teacher and four masters; Two semi-detached Class "B" Quarters for English School masters; Headquarters for J. V. F.; P. W. D. Store, Lorry Shed, Workshop and Plant yard; and Two Class "B" single quarters and six Class "C" semi-detached quarters.

Johore East.

Two Class "D" and four Class "C" Quarters; One set of barracks for four married O. D. O's Padang Endau; Dispensaries with Class VI and Attendants' Quarters at Jemaluang and Endau; J. V. F. Headquarters, Kota Tinggi; and 26 Bed Isolation Ward, Kota Tinggi.

BUILDINGS UNDER CONSTRUCTION.**Johore Bahru.**

English School for 100 Girls; New P. W. D. Workshops, Jalan Teh; and 18 blocks of Type "C" Quarters.

Muar.

Extensions to Government Offices; Residence for State Commissioners; English School for 100 Girls; Malay School for 120 Girls; Malay School for 180 Boys, Tangkak; Malay School for 180 Boys, Telok Rimba; One Class IV Quarters, Muar; and New Customs Wharf, Muar.

Batu Pahat.

12 blocks of semi-detached Class "C" Quarters; and New English School for 100 Girls.

Kluang.

New English School for 150 Boys and Wireless Station and Quarters.

Johore East.

Malay School for 100 Girls, Mersing; Quarters for Superintendent of Customs, Mersing; and Cooly Lines, Overseer's Quarters etc. at Mile 80, Kota Tinggi-Mersing Road.

WATER SUPPLY.

97. Routine chemical and bacteriological examinations of samples from all waterworks were carried out on an average of once a month, the results indicating in all cases that the purification treatment was satisfactory.

Brief particulars of the principal construction works undertaken during the year are given below:—

Johore Bahru:—

About 15,000 lineal feet of new mains from 3" to 8" in diameter were laid to extend the existing reticulation to newly built up areas, and 116 new meters were installed.

Muar:—

The dam at Mt. Ophir and the new rapid gravity filtration plant were completed. An 80,000 gallon balancing tank was constructed at Pengkalan Bukit and 20,890 feet of mains, 6" diameter were laid to connect Pengkalan Bukit to Panchor.

Batu Pahat:—

A 600,000 gallon reinforced concrete high level reservoir was completed on Bukit Batu. A million gallon service reservoir was under construction at Bukit Banang, while two of the existing service reservoirs in that locality were converted into sedimentation tanks. At the headworks on the Sungei Koris, a new pump house, sedimentation tank and quarters were constructed and the erection of six Bell Bros. pressure filters and the pumping machinery were nearly completed. An aggregate length of 17,500 lineal feet of concrete mains of 6" and 12" diameters was laid in the district.

Segamat:—

A new pumping station of 28,200 gallons per hour capacity was erected at Segamat for the town water supply and some 10,300 lineal feet of 7" and 4" diameter mains were laid to extend the reticulation.

Kluang:—

The new rapid gravity filtration plant of 25,000 gallons per hour capacity was completed, together with the sedimentation tank and auxiliary apparatus for supplying water to Kluang town. Some 2,200 lineal feet of 8", 6" and 4" diameter mains were laid.

At Rengam a new pump house was constructed and a 10 H. P. engine and pump were installed.

Johore East:—

A 200,000 gallon reservoir was constructed in Mersing and tenders were invited for the 9 mile pipe line from the intake site to this reservoir.

In Kota Tinggi, a new filter house and four pressure filters complete with automatic dosing equipment were erected, thus completing the new gravity water supply scheme for Kota Tinggi town.

Investigation for a water supply for the village of Padang Endau were also proceeded with and a scheme and estimate were prepared during the year.

ANTI-MALARIA WORKS.

The total area of ravines and swamps drained by subsoil pipes and open concrete channels was 2,270 acres at the end of the year. More than nine miles of subsoil pipes and nearly three miles of open concrete drains were laid during the year in Johore Bahru district, while in Batu Pahat 46 acres of low lying land behind the ice factory on the outskirts of the town were drained and $3\frac{1}{2}$ miles of subsoil pipes and 4,100 feet of open concrete channels were laid.

ROADS.

98. Details of the mileages of all classes of roads at the close of the year are given below:—

	Miles.	Chains.
(a) Granite metalled and Asphalt surfaces	581	40
(b) Granite metalled and water bound surfaces	234	70
(c) Laterite surface	65	22
(d) Concrete	16	16
Total length of metalled, gravelled and concrete roads ..		897
(e) Earth Roads	17	68
Total mileage of roads ..	915	56
(f) Approach roads and back lanes	72	29
Grand Total ..	988	05

54 miles 46 chains of roads were re-metalled and asphalted at an average cost of \$6,515 per mile, while 42 miles 74 chains were re-metalled only at a cost of \$1,127 per mile, and asphalt-ing was carried out on a length of 15 miles 10 chains of roads at a cost of \$2,367 per mile.

The average cost of general maintenance per mile of road was \$471, while the all-in cost of maintaining the road system was \$952 per mile, including the cost of the major re-metalling and asphalting programmes carried out during the year.

A large portion of the Road Improvements Votes was spent in pursuance of the policy of widening main roads to a minimum metalled width of twenty feet and increasing the width of road formations to fifty feet, thus providing a central carriageway 20' wide for motor vehicles and permitting the later addition to two cycle tracks 6' 0" wide separated from the carriageway by grass strips.

Work on the construction of the new bypass road linking the Causeway with the main North Road at a point 4 miles outside Johore Bahru was continued during the year and the entire road has now been metalled with the exception of a few chains at each end which have been left incomplete as the road cannot be opened to traffic for the present until the rifle range located nearby is abandoned.

Improvements were also carried out on other portions of the main North Road and an aggregate length of 3 miles 70 chains was widened to a metalled width of 20 feet. On the West Coast Road, an additional 2 miles 20 chains of concrete road slab 20 feet wide was constructed during the year, and on the Muar-Segamat Road 5 miles 50 chains of road were widened to a carriageway width of 20 feet.

The largest bridge under construction at the end of the year was the Mersing River Bridge. The structure is 320 feet long and provides a centre carriageway 20 feet wide with cycle tracks and footpaths on either side. Construction work was also in hand on bridges to span the Sungei Mupor and the Sungei Sarang Buaya.

MISCELLANEOUS.

99. Maintenance and general repairs were carried out at the P. W. D. Workshops on lorries, road rollers, stone crushes, locomotives and other mechanical plant. 719 repair jobs were executed by the staff.

100. The total horse power of plant installed and registered under the Machinery Enactment amounted to 24,532 H. P., as compared with a corresponding figure of 22,614 H. P. for the previous year. The administration of the Machinery Enactment proceeded smoothly. Mechanical plant used in connection with industrial undertakings continues to increase, and a pleasing feature is the tendency on the part of the owners to instal modern diesel engines. Two accidents were reported during the year, one proving fatal.

101. The total output of quarries during 1938 amounted to 190,220 cubic yards of granite or other igneous or metamorphic stone, and 8,600 cubic yards of laterite.

102. The Batu Pahat aerodrome and the emergency landing ground five miles from Johore Bahru were maintained in good condition throughout the year and 144 landings were made in the former. The installation of flying boat moorings for the emergency seaplane base in the Muar River was completed.

FINANCIAL.

103. The total expenditure of the Department during 1938 amounted to \$6,827,640. This expenditure may be sub-divided under the following headings:—

	\$
Special Services ..	4,355,359
Annually Recurrent ..	1,649,360
Other Charges ..	170,796
Personal Emoluments ..	652,125

The Annually Recurrent expenditure on Works and Buildings was \$313,663; on Roads, Streets and Bridges \$959,925; and on Miscellaneous Services \$375,772.

Of the total expenditure on Special Services, the sum of \$2,601,759 was spent on Works and Buildings; \$853,122 on Roads, Streets and Bridges; \$156,530 on Drainage and Irrigation Works; \$69,474 on Anti-Malaria Works; \$554,229 on Waterworks and \$120,245 on Miscellaneous works.

ELECTRICAL DEPARTMENT.

104. The total installed capacity of the six electric generating stations controlled by Government remained unaltered i.e. 3,456 K. W. The consumption of electricity, however, showed an increase of 26.3% to a total of 4,750,615 units sold.

105. Corresponding with the increased output the working cost of maintaining and operating was \$340,710, as compared with \$299,209 in 1937.

106. Revenue for 1938 was \$604,195, an increase of \$41,873. This is largely due to the rise of 346 in the number of consumers, which by the end of the year totalled 4,774.

107. Revised tariffs, granting a substantial reduction in charges for electrical energy consumed by the public, came into force on the 1st July.

108. From the same date a 24 hour supply, instead of 12, was introduced at Kota Tinggi.

DRAINAGE AND IRRIGATION.

109. The outstanding events under this head were the decision to separate this Department from the Public Works Department and the visit of Mr A. G. Robinson, Adviser, Drainage and Irrigation, Malay States. Reference to the latter is made in the Agricultural section of this report under the heading *Padi*.

XIII.—JUSTICE AND POLICE.

CRIMES.

110. The total number of offences reported to the Police during the year numbered 30,849; the figures were 29,970 in 1937, 30,823 in 1936, 27,019 in 1935 and 23,019 in 1934. They comprised 2,399 seizable offences and 22,944 non-seizable offences. The remaining 5,506 were cases, which upon enquiry, disclosed no offence or were found either to relate to a civil affair or in a number of instances to false information. Of the seizable offences arrests were made in 1,228 cases and convictions obtained in 859 cases.

The following table shows the main headings of serious crime for the past five years:—

	1934	1935	1936	1937	1938
Murder and Homicide -	18	11	17	19	20
Rape -	5	4	4	10	—
Gang-robbery -	1	2	2	—	2
Robbery -	7	14	19	5	18
House-breaking -	201	293	301	232	337
Thefts (over \$100) -	31	48	34	42	55
Thefts (under \$100) -	840	998	1,051	950	1,152
Counterfeit Coin & Counterfeit Notes -	3	1	—	3	—
Mischief by Fire -	11	22	24	5	5
Unlawful Societies -	4	1	—	—	—
Communism and Sedition -	15	11	8	3	—

111. 77 persons were banished from the State as against 78 in 1937.

112. Admissions to the two State prisons totalled 4,798 against 4,503 in 1936 and 2,997 in 1937. Of these 81.75 per cent were Chinese, 8.08 Indians, 7.70 Malays and 2.47 other nationalities. 379 had previous convictions.

At the end of the year 395 prisoners remained.

There were 4 deaths in the prison hospitals as against 10 in 1937.

There were 3 executions.

23 floggings were inflicted, 9 of them by order of the Court.

113. Total number of Aliens registered at the end of the year was 1,654 compared with 1,247 in 1937 and 1,022 in 1936. Of the remaining 1,040 persons at the end of the year, 937 were Japanese, 52 Formosans and 49 other nationalities.

POLICE.

114. The strength of the Police Force at the end of the year was 1,362, all ranks, against an approved establishment of 1,379.

115. As in the past, only Johore born Malays were recruited. 83 out of a total of 527 applicants were accepted. No other nationalities were enlisted during the year.

Discipline was again very satisfactory and it is gratifying to record a considerable reduction in the total of offences for absence from duty and leave breaking.

116. The approved establishment of the Police Force consists of:—

(a) a British Commissioner and 6 British Assistant Commissioners—one in charge of each of the five police circles and the sixth, Officer-in-charge of the Depot and Adjutant to the Commissioner;

(b) a Malay Deputy Commissioner (in charge of the detective personnel and criminal record office) and six Malay Assistant Commissioners;

(c) 37 Malay Inspectors and Sub-Inspectors, the former appointed as Cadets, the latter ordinarily recruited from the ranks;

(d) 1,047 Malay N.C.Os. and men;

(e) 204 Sikh N.C.Os. and men stationed at Johore Bahru, for guard and emergency duty;

(f) 1 Detective Inspector, 18 Detective Sub-Inspectors and 58 detectives; and

(g) armourers and clerical staff.

117. There is a Depot which is responsible for the recruitment and training of all recruits and the instruction of trained men at 'refresher' classes; a Headquarters Store and Armoury, a Pay Office and a Record Office, all at Johore Bahru.

118. The total cost of the Force (excluding of cost of new buildings) was \$991,571 Revenue collected amounted to \$636,226, an increase of \$91,743 over the 1937 revenue. This is accounted for by increased registration fees and import duties on motor vehicles.

COURTS.

119. The *Courts Enactment*, 1920, provides for the following courts for the administration of civil and criminal law:—

- (a) The Supreme Court, comprising the Court of Appeal and the Court of a Judge;
- (b) Courts of Magistrates of the First Class;
- (c) Courts of Magistrates of the Second Class;
- (d) Courts of (Muslim) Kathis and Courts of Naib Kathis;
- (e) Courts of Malay Headmen (Penghulus).

The Court of Appeal and the Courts of a Judge are courts of record, and possess the same power and authority to punish for contempt of court as are possessed by the Court of Appeal, and the High Court of Justice in England.

120. There were one (British) Judge, first and second class Magistrates. Magistrates are both British and Malay.

121. In the Court of the Judge 69 Criminal Cases and 22 Criminal Appeals were registered. 68 civil suits, 9 civil appeals from Magistrates' Courts, 162 probate and administration petitions, 276 applications by way of originating summons, motion or petition and 82 bankruptcy petitions were registered. There were also 4 Land Acquisition References to Court.

122. The Court of Appeal sat on five occasions. There were 5 Criminal Appeals from Assizes and 3 Civil Appeals from the Court of the Judge.

123. Criminal proceedings in Committal Cases have been conducted with satisfactory expedition.

The average figures for the last 3 years are as follows:—

	<i>Period before committal days</i>	<i>Period before trial days</i>	<i>Total days</i>
1936	41	39	80
1937	28	26	54
1938	31	22	53

Convicted persons had, however, to await for an average period of 52 days, compared with 46 days in 1937, before their appeals were heard by the Court of Appeal. But it is hoped that in future it will be found possible to hold Courts of Appeal more frequently.

124. The following is a return of cases and suits heard by Magistrates:—

	1937		1938	
	<i>Criminal</i>	<i>Civil</i>	<i>Criminal</i>	<i>Civil</i>
Johore Bahru	.. 4,650	693	4,848	523
Kota Tinggi	.. 757	50	1,099	81
Pontian	.. 1,182	43	1,057	71
Muar	.. 4,529	423	3,114	315
Batu Pahat	.. 4,119	250	5,144	201
Endau	.. 414	81	430	80
Segamat	.. 2,650	296	2,932	189
Kluang	.. 2,019	175	2,053	270

PRISONS.

125. There are two State Prisons, one at Johore Bahru and the other at Bandar Maharani. The European Inspector of Prisons is stationed at Johore Bahru and there is a European District Superintendent stationed at Bandar Maharani. There are ten seconded European Warders.

126. The Prison buildings at Johore Bahru consist of two large halls, one comprising 80 single cells and the other 36 association cells. There are 10 single punishment cells and the buildings include remand ward, female ward, sick ward, kitchens and washhouses.

127. The Muar Prison buildings consist of 2 main halls (48 cells each), one association ward (15 prisoners), 1 remand ward, 1 hospital ward and 1 female ward (4 prisoners) together with kitchens and washhouses. There are extramural quarters for European and Asiatic staff at both prisons.

128. The Johore Bahru prison was used for the custody of prisoners undergoing sentences for criminal offences, of persons committed for trial or remanded for further examination and of persons confined on civil process.

129. The Bandar Maharani gaol was used for the custody of prisoners undergoing sentences of law not exceeding two years for criminal offences, of persons committed for trial or remanded for further examination and of persons confined on civil process.

130. At Johore Bahru an average of 46.92 prisoners were daily engaged by the Public Works Department on extramural labour: earth work, drainage, tree-felling, the preparation of building sites and reclamation of land. Prisoners were employed inside the prison on baking, carpentry, chick-making, tailoring, husk-beating, basket-working, rattan and wood furniture-making, coir-matting, printing, motor-repairing, laundry work and cooking. The Laundry, Bakery and Workshops produce a revenue which showed an increase on the previous year. Small scavenging parties daily attend the Military and Police Barracks.

At Muar the average daily number of prisoners engaged on extramural work was 21.80.

131. Juvenile offenders are segregated separately in both prisons and are engaged on separate prison labour apart from adult prisoners.

132. There is no time limit for fines and payment at any time before the completion of the sentence imposed as an alternative secures a prisoner's release. The amount of a fine is reduced in proportion to the period of imprisonment served.

133. Apart from the Police system of probation there is no system of probation in the State Prisons.

134. The prisons have Vagrant Wards. The daily average number of vagrants at Johore Bahru was 16.52 and at Muar .42. At Johore Bahru 81 per cent of the vagrants was Chinese and in Muar 62 per cent.

135. The prisons were visited regularly by Visiting Justices throughout the year. No serious complaints were recorded. The general health of the prisoners was good.

136. The two prisons cost \$150,477 to maintain.

XIV.—LEGISLATION.

137. Twenty nine Enactments were passed during 1938, of which twenty were Enactments amending existing laws. Of the remainder, two affected existing Enactments and two repealed existing Enactments and replaced them with fresh ones. Of the latter two one Enactment has not yet been brought into force. There were five new Enactments dealing with subjects hitherto not regulated by law.

They were as follows:—

1. The Petroleum (Amendment) Enactment, 1938, providing that fees payable under the Principal Enactment be prescribed by rules and not in the Enactment itself.
2. The Registration of Births and Deaths Enactment, 1938. This Enactment repeals Enactment No. 8 as from the date of its coming into force, but it has not yet been brought into force. Its main new features are registration of still births, withdrawal of registers from the public and registration of surnames and illegitimate children. The Enactment is based on the Colony law.
3. The Women and Girls Protection (Amendment) Enactment, 1938, which follows amendments in the Colony and Federated Malay States law.
4. The Deleterious Drugs (Amendment) Enactment, 1938. This also follows the changes in the Colony law on the subject.
5. The Extradition (Amendment) Enactment, 1938, which corrects a printer's error in the Principal Enactment.
6. The Trade and Customs (Amendment) Enactment, 1938, provided for licensing private warehouses and for charging fees for licences under the Enactment.
7. The Sultan's Marriage (Dissolution) Enactment, 1938, declared dissolved the marriage between His Highness the Sultan of Johore and Her Highness the Sultanah Helen of Johore and abolished her right to the style and title of Her Highness the Sultanah of Johore.
8. The Douglas Campbell Memorial Scholarship Fund (Amendment) Enactment, 1938, extends the possible term of the scholarship to seven years.
9. The Road Traffic (Third-Party Insurance) Enactment, 1938, introduces compulsory third party insurance into the State of Johore in regard to motor cars.
10. The Small Offences (Amendment) Enactment, 1938, punishes owners of animals trespassing on private property and provides compensation for injured parties and secondly punishes unnecessary noise making in or near a public street.

11. The Childrens (Amendment) Enactment, 1938, keeps the Principal Enactment in line with the new amendments to the Federated Malay States and Colony law on the same subject.
12. The Telegraphs (Amendment) Enactment, 1938, gives the State Secretary power to intercept telegrams for the public good.
13. The Excise (Amendment) Enactment, 1938, amends the penalties which the Court has power to inflict for breaches of the Enactment.
14. The Port and Shipping (Amendment) Enactment 1938, empowers Customs authorities to arrest offenders against the provisions of the Enactment.
15. The Land (Temporary Provisions) Enactment, 1938, allows of the payment of land application fees by instalments and the issue of extracts from the mukim register before full payment. It is a temporary provision to meet conditions arising in Johore and the Enactment can be cancelled by notification in the *Gazette* when it has served its purpose.
16. The Petition-writers Enactment, 1938, seeks to control the writers of petitions by fixing their responsibilities and fees.
17. The Solicitors' Clerks Enactment, 1938, regulates the activities of solicitors' clerks and provides for debarring them from such employment in cases of misconduct.
18. The Rubber Regulation (Amendment) Enactment, 1938, brings the local law into line with that of the Federated Malay States and Colony and allows for new planting under the International Agreement.
19. The Quarantine and Prevention of Disease (Amendment) Enactment, 1938, vests certain powers under the Enactment in the State Secretary which were formerly exercised by His Highness the Sultan in Council.
20. The Registration of Aliens (Amendment) Enactment, 1938, exempts persons of over 15 years of age from the provisions of the Enactment and puts an obligation on the employee of a wandering alien to notify the police of such employment.
21. The Post Office Savings Bank Enactment, 1938, repeals Enactment No. 127 and replaces it. It is based with certain exceptions on the Federated Malay States Enactment of the same name.

22. The Lighting Control Enactment, 1938, enables His Highness the Sultan in Council in a state of emergency to control the use of all lighting.
23. The Town Boards (Amendment) Enactment, 1938, corrects a verbal error in section 59 of the Principal Enactment.
24. The Departmental Titles (Alteration) Enactment, 1938, supplies an easy method of changing official titles with reference to written laws.
25. The Banishment (Amendment) Enactment, 1938, gives a Court discretion as to the amount of imprisonment it can inflict on a returned banishee.
26. The Pensions (Amendment) Enactment, 1938, makes necessary alterations and additions in the Principal Enactment to bring it as far as possible into conformity with the Federated Malay States law on the subject.
27. The Air Navigation (Amendment) Enactment, 1938, adopts for use in Johore the Colonial Air Navigation (Application of Acts) Order, 1937, the Air Navigation (Colonies Protectorates and Mandated Territories) Amendment Order, 1937, and a similar amendment No. 2 Order, 1937.
28. The Rubber Regulation (Amendment No. 2) Enactment, 1938, makes effect in Johore the terms of the International Rubber Agreement, 1938, as to replanting and new planting.
29. The Pineapple Industry (Amendment) Enactment, 1938, implements a scheme for central marketing and canning of pineapples drawn up by the industry.

XV.—BANKING, CURRENCY, WEIGHTS AND MEASURES.

138. The Currency and Weights and Measures, as in all Malay States, are those of the Colony of the Straits Settlements. The dollar is fixed at 2s. 4d. The principal local measures are:—

1 chupak = 1 quart, *1 gantang* = 1 gallon, *1 tahlil* = $1\frac{1}{3}$ ozs.
1 kati (16 *tahils*) = $1\frac{1}{3}$ lbs., *1 pikul* (100 *katis*) = $133\frac{1}{3}$ lbs.
1 koyan (40 *pikuls*) = $533\frac{1}{3}$ lbs., *1 bahara* = 400 lbs.
1 hoon = .0133 ozs.

There are no Agricultural or Co-operative Banks at present.

XVI.—PUBLIC FINANCE AND TAXATION.

139. Revenue.—The total revenue of the State in 1938 amounted to \$17,922,090 compared with the estimate of \$19,500,000 and actual revenue of 1937 amounting to \$20,196,688. Appendix A shows the revenue under the main heads for the years 1936, 1937 and 1938.

Interest on the investments in the Opium Revenue Replacement Fund continued to be credited to the general revenue of the State.

As the Federated Malay States Railways earned a profit in 1937 the State received a payment of \$298,167 under the Railway lease in 1938.

140. Expenditure.—The total expenditure of the State amounted to \$18,853,093 compared with an estimate of \$22,107,505 and actual expenditure in 1937 of \$18,397,752.

There was thus a deficit on the year's working in 1938 of \$931,003. Appendix B shows the expenditure under the main heads for the years 1936, 1937 and 1938. It is to be noted that the export duty on rubber in 1938 brought in nearly \$1,800,000 less than had been estimated.

141. Debt.—There is no Public Debt.

142. Assets.—Appendix C shows the State balance sheet at 31st December, 1938. The Surplus of assets over liabilities amounted to \$41,627,872 including the Opium Revenue Replacement Fund of \$15,432,120. Investments amounted to \$39,246,155 (including the \$15,432,120 forming the Opium Revenue Replacement Fund). These figures represent the cost price of investments in securities. The market value of the investments on 31st December, 1938 exceeded the cost price in the case of ordinary investments by \$291,199 and in the case of the Opium Revenue Replacement Fund investments by \$546,043.

143. The figures of Revenue and Expenditure for the last four years are as follows:—

	Revenue	Expenditure
	\$	\$
1935	.. 17,162,127	18,429,798 *
1936	.. 17,388,691	17,911,794
1937	.. 20,196,688	18,397,752
1938	.. 17,922,090	18,853,093
Total	.. <u>72,639,596</u>	<u>73,592,437</u>

* Including a gift of \$4,285,710 to the British Government.

Thus the Annual Expenditure for that period has exceeded the Annual Revenue by \$922,841, roughly the deficit on the 1938 working, which was due to a considerable shortage in the revenue from Rubber exports as compared with the estimates.

The State has large reserves and it will probably in the future be necessary to draw upon them to a greater extent than formerly to meet urgent requirements which cannot be financed out of annual income, such as drainage and irrigation, electrical supplies, and the improvement of Johore Bahru Town including water borne sewage.

TAXATION.

144. **Land.**—The chief charges are a premium on alienation of land varying from \$1 to \$100 an acre for agricultural or mining purposes, and from 10 cents to 50 cents a square foot for residential or commercial purposes, (unless the land is auctioned) and an annual quit-rent varying from 60 cents to \$4 an acre on all land except in the case of a very few rent free titles. There was, however, a waiver of part rent on the majority of lands planted with coconuts and arecanuts, the general effect of which was to reduce the rents from \$3 to \$2 per acre.

145. **Customs.**—Import duties are imposed at the following rates:—

Intoxicating	
Liquors	.. From \$1.20 to \$14 a proof gallon.
Tobacco	.. From 70 cents to \$1.60 a lb.
Matches	.. \$1 per 10,000 matches in boxes of 80.
Kerosene	.. 5 cents a gallon.
Petrol	.. 35 cents a gallon.

There are also import duties on cotton piece goods, motor tyres and several miscellaneous articles, but articles of these classes are admitted free when of British Empire origin.

The position as regards export duties is as follows:—

Rubber—An *ad valorem* export duty on rubber was re-imposed from the 1st October, 1936. It is on a sliding scale rising from a minimum of 1% *ad valorem* when the local price is under 20 cents a pound to 3¼% when it is over 35 cents. Previously (from the 31st May, 1934) there was no actual export duty but a cess was collected from which the equivalent of a 2½% *ad valorem* export duty was allocated to revenue, the remainder being credited to a Fund to meet the cost of Rubber Regulation and other measures for the particular benefit of the industry.

Oil palm products ..	Free.
Other agricultural produce ..	Chiefly at 5% <i>ad valorem</i> with exceptions at fixed rates. An export duty on copra was re-imposed from June, 1936 in the form of a flat rate duty of 15 cents a pikul whenever the local price is over \$5 a pikul.
Tin ..	\$10 a bahara when the market price of tin does not exceed \$41 a pikul and an additional 50 cents for every \$1 increase in the price of tin; tin being calculated at 72% of the ore.
Other metals (of which iron is the principal) ..	10% <i>ad valorem</i> .

The following table shows the main items of customs revenue:—

	1936	1937	1938
	\$	\$	\$
Arecanuts -	78,913	109,400	114,768
Pineapples -	103,221	107,830	114,367
Rubber -	1,230,517	2,396,186	801,322
Tin Ore -	158,831	219,339	157,826
Iron Ore -	295,960	278,023	261,585
Tobacco -	1,474,003	1,847,336	1,669,602
Spirits -	451,401	704,401	545,965
Petroleum -	1,234,359	1,517,661	1,472,513
Matches -	35,007	66,293	95,995

146. **Chandu:** or specially prepared opium, is bought from the Government of the Straits Settlements and is retailed at the rate of 26 cents a tube of 2 hoon.

197,367 tahils were sold in 1938, as against 225,211 in 1937. The decrease in consumption was due not only to economic causes, but also to a reduction in the number of smokers admitted to the Register on medical certificates. Revenue brought in \$2,146,329, as compared with \$2,380,789 in 1937. The total quantity of Dross recovered was 1,126 tahils as compared with 1,078 tahils in 1937. 135 tahils of illicit chandu and 64 tahils of chandu dross were seized. 447 convictions under the Opium and Chandu Enactment were obtained.

147. **Excise:** duties are collected on the manufacture of intoxicating liquors at 70% of the import duty on imported liquors of similar strength, and on the manufacture of matches at 20 to 50 cents a standard gross of 10,000 matches according to the origin of the timber.

The following table shows the Excise Revenue for the last three years.

	1936	1937	1938
	\$	\$	\$
Excise Duty -	92,179	142,657	96,445
Sales of Toddy -	132,625	162,292	197,863
Licences -	23,591	23,576	30,862
Miscellaneous -	410	404	586
	248,805	328,929	325,756

Toddy was supplied to 52 Estates and sold to the public, from Government Shops. The Excise duty under Liquor amounted to \$66,115 as against \$103,429 in 1937. Excise duty on matches locally manufactured amounted to \$30,329 as compared with \$39,228 in 1937. The expenditure for maintaining Toddy Shops amounted to \$98,954. 934 convictions under the Excise Enactment were obtained. 285 stills were seized as compared with 698 in 1937.

148. **Forests:** royalty is collected on timber of all classes varying from \$1 to \$10 a ton on converted timber, and from 50 cents to \$5 a ton on unconverted timber.

Duty is collected at various rates on firewood, charcoal, rattans, damar, wild rubber and miscellaneous forest produce.

149. **Posts and Telegraphs:** Revenue is derived from sale of stamps, telegrams, telephone, wireless, commission on money orders and British Postal Orders, bearing letters, and C. O. D. parcels.

150. **Municipal Revenue** consists mainly of the following items:—

- House Assessment 6% to 12% on annual valuation based on rental.
- Water Rate .. Metered supplies from 30 cents to \$1 per 1,000 gallons, to private houses; 50 cents per 1,000 gallons for trade purposes.
- Electricity .. 20 cents a unit, or 4 cents a unit plus flat rate.

The following table gives the main heads of municipal revenue in 1936, 1937 and 1938:—

	1936	1937	1938
	\$	\$	\$
Electric Lighting ..	443,739	541,759	586,520
General Assessment ..	212,640	212,801	227,001
Market Fees ..	86,167	87,206	91,765
Water Supply ..	154,888	183,803	201,770
Conservancy ..	124,799	131,331	137,856

151. **Stamp Duties.** Of numerous stamp duties the following are the more important:—

Death Duties: Graduated rates from 1% to 20% according to the values of the estate, with total exemption for estates not exceeding \$1,000.

Bills of exchange payable on demand or at sight, cheques and receipts for sums exceeding \$20, 4 cents.

Promissory Notes, 10 cents for every \$100 or part thereof;

Contracts, 25 cents.

Conveyances or Transfers of property, \$1.50 for every \$250 or part thereof; of shares, 30 cents for every \$100 or part thereof in the case of blank transfers; otherwise 10 cents.

Mortgages (charges), \$1 for every \$500 or part thereof.

Powers or Letters of Attorney, \$3.

Copies or duplicates of original documents, 50 cents.

152. There is no Hut Tax, Poll Tax or Income Tax.

XVII.—MISCELLANEOUS.

LAND AND SURVEYS.

153. Registration work in the office of the Commissioner of Lands and Mines is shown, in comparison with the years 1936 and 1937 in the following table:—

	1936	1937	1938
Number of Grants registered ..	440	443	347
Number of Transfers registered ..	1,520	1,583	1,174
Number of Charges registered ..	697	711	853
Other transactions ..	1,649	1,858	1,548

MINING ENACTMENT.

	1936	1937	1938
	—	—	—
Mining Leases issued ..	15	18	21
Mining Certificates issued ..	5	11	5
Prospecting Licences issued ..	1	1	—
Prospecting Permits issued ..	27	17	20
Other transactions ..	38	37	25

Value of stamps affixed to instruments

1936	1937	1938
—	—	—
\$61,673	\$129,261	\$37,725

154. In connection with the Mukim Registers and Surat Sementara (a temporary document issued as evidence of alienation of land pending the issue of a title) the following are the transactions registered in the last three years:—

	1936	1937	1938
	—	—	—
Mukim Registers ..	9,122	10,950	10,348
Surat Sementara ..	5,128	4,152	3,362
Miscellaneous ..	1,318	1,892	2,086

Value of stamps affixed to instruments

1936	1937	1938
—	—	—
\$43,737	\$66,007	\$38,856

155. The total area under the Malay Reservation Enactment was estimated at 30,125 acres mostly in the Northern Districts of the State. Proposals for other Malay Reservations were under consideration at the end of the year.

156. The area of alienated land stood at 1,334,038 acres compared with 1,305,371 acres in 1937. The application books for agricultural land were re-opened during the last three months of the year for the alienation of State Land for the cultivation of rubber under the provisions of the International Rubber Regulation Agreement, and some part of the increase of 28,667 acres in the total alienated area may be attributed to these applications. The greater part, however, is due to the regularisation of unlawful occupants.

157. Land Revenue not including premia on alienation of land decreased from \$3,786,691 to \$3,650,693. Land Rents recurrent brought in \$3,403,762—\$116,299 less than in 1937. The collections in all Districts were very satisfactory, Batu Pahat again heading the list with \$822,671.

158. Survey and Settlement.—Further progress was recorded during the year in reducing arrears, the number of lots waiting survey, subsequent action in office and settlement having fallen from 30,133 to 20,065. The number of lots in respect of which final survey and settlement has been completed during each year being as follows:—

1936	17,036 lots
1937	18,257 lots
1938	12,543 lots.

159. The Survey Staff numbered 112 against 119 in 1937. The expenditure of the Department was \$324,551 as compared with \$332,331 in 1937 and revenue \$91,456 as against \$109,780.

Trespass and unauthorised occupation of State Land appear to be on the decrease.

A further experiment in aerial reconnaissance was carried out in February, when an air liner of Messrs Wearne's Air Services Ltd. carried a number of Malay Settlement Officers over selected areas in two flights. No large scale trespass was discovered, but a few new clearings were noted for inspection. The flights proved very instructive, most of the Settlement Officers being able readily to identify ground features on the map, so long as flying conditions were favourable.

FOREIGN COMPANIES.

160. 213 Foreign Companies remained on the register at the end of the year.

MILITARY.

Johore Military Forces.

161. The actual strength of the Johore Military Forces at the end of the year was 950 against an authorised strength of 971.

Health and discipline were good.

The Forces took part in the Manoeuvres held in Singapore, as well as in the Parade on the King's Birthday. The Band maintained its high standard.

Johore Volunteer Forces.

162. The strength of the Johore Volunteer Forces on 31st December was 36 Officers and 745 other ranks, compared with 32 and 719 in 1937. The increase was due to the formation of an additional unit at Pontian. Members attended drills once a week. Some of them were trained to use Lewis and Vicker guns. Discipline and attendance were satisfactory.

Johore Volunteer Engineers.

163. The total strength including auxiliaries rose from 220 to 234. Camps were held at Changi and Malacca.

The Camp programmes included in addition to Engineering tasks, Gas drill, wiring drill, revolver tests and lectures.

The percentage of efficiency was 99.2% and the keenness of all ranks was well maintained.

TOWN BOARDS.

164. The revenue from Town Board was:—

	Johore Bahru	Kota Tinggi	Segamat	Mersing	Muar	Batu Pahat	Kluang	Pontian
	\$	\$	\$	\$	\$	\$	\$	\$
1932	407,560	21,670	104,311	16,987	290,346	161,969	41,717	—
1933	410,833	19,782	108,824	19,570	280,357	154,972	43,462	—
1934	444,235	20,432	131,243	22,619	292,842	159,996	46,365	—
1935	486,849	22,455	152,641	26,616	334,988	222,704	44,470	—
1936	539,027	22,703	158,831	29,048	284,978	285,114	54,770	—
1937	633,106	30,720	145,969	32,514	327,356	271,842	95,403	21,404
1938	689,023	45,594	144,201	41,760	320,364	389,141	100,880	23,339

NOXIOUS ANIMALS.

165. 38 tigers, 16 leopards and panthers and 5 Crocodiles were destroyed during the year. One person was killed by tiger and 3 by crocodiles. \$1,520 were paid in rewards for the destruction of tigers. 3 persons were killed by tigers in 1937, 6 in 1935, 9 in 1934, and 10 in 1933.

GENERAL.

His Highness the Sultan sailed for Ceylon in April for a short holiday and returned to Johore in May. Unfortunately, the state of His Highness' health was not good, and on medical advice he left again for treatment in Europe on 1st September. Reports from Switzerland at the end of the year showed that His Highness had improved considerably in health. When His Highness was absent, H. H. Tungku Mahkota, Sir Ismail, D.K., K.B.E., C.M.G. acted as Regent; Lt.-Colonel Dato Yahya acted as Commandant Johore Military and Volunteer Forces.

His Highness the Sultan, H. H. Tunku Mahkota Sir Ismail, H. H. Tungku Aris Bendahara and Yang Mulia Ungku Azis, Mentri Besar, Johore, were the recipients of Italian Orders conferred on them by H. M. the King of Italy.

On the occasion of His Majesty the King's Birthday, Mr W. E. Pepys, M.C.S., General Adviser, was made a Companion of the Most Distinguished Order of Saint Michael and Saint George.

On the occasion of His Highness the Sultan's Birthday, Dr G. H. Garlick and Mr A. L. Birch were decorated with the Second Class Orders of Dato Paduka Mahkota Johore (The Most Honourable Order of the Crown of Johore "D.P.M.J.").

The State sustained a loss by the death of Yang Mulia Ungku Mohamed bin Mohamed Khalid, Deputy Mentri Besar, which occurred on 27th January, at Mecca.

The (65th) birthday of His Highness the Sultan on 17th September was celebrated as usual but not on a large scale owing to His Highness' absence from the State.

The following were elected members of the Executive Council during the year:—

- Mr C. H. F. Pierrepont (10th April)
- Mr G. A. de C. de Moubray (6th July)
- Mr L. V. J. Laville (5th December)

The following were elected Members of the Council of State:—

- Mr Cheok Huan Cheong (1st January)
- Mr C. T. Hinde (19th June)
- Dato A. L. Birch (3rd December)

The following had their terms of offices prolonged for two years:—

Dr G. H. Garlick (1st January)

Inche Onn bin Jaafar (13th January)

Dato Roland St. John Braddell (1st August)

Mr D. G. A. Fraser (1st August)

Three more Studentships were granted under the Sultan Ibrahim Studentship Fund during the year under review.

Two young Malay Officers, Ja'afar bin Mohamed Taha and Ahmad bin Perang, left for England on the 10th March, the former to study Law at the Middle Temple and the latter to do a course of Accountancy at Plymouth, which will also be the occupation of Charles Jerome Lowe who left on the same ship.

The Board has been fortunate in finding Mr A. G. Morkill, late of the M.C.S., willing to undertake the guardianship of Johore Students while they are in England and is indebted to him for the pains he takes for the welfare of each student.

Mr L. A. Allen, M.C.S., O.B.E., acted as General Adviser until 26th March.

Valuable work has been done, both within and without the State, on Boards and Committees by Members of the Unofficial community, and this opportunity is gladly taken of thanking those gentlemen for their services, which they give so readily at the cost of their own leisure and convenience.

The tension in international affairs, not without its effects on Johore, had at least one good result—the recognition of the importance of rendering the State less dependent on outside supplies of articles of diet. The new-found enthusiasm for padi-planting, referred to elsewhere in this Report, will no doubt achieve this in time, but for the immediate future, the encouragement of the cultivation of vegetables and other foodstuffs on a greater scale (in addition to livestock and poultry) is enjoying the earnest attention of the Johore Government.

W. E. PEPYS,
General Adviser, Johore.

JOHORE BAHRU,
30th May, 1939.

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APPENDIX A.*Revenue in the years 1936, 1937 and 1938.*

Head of Revenue	1936	1937	1938
	\$	\$	\$
Lands -	3,923,125	3,789,874	3,654,866
Forests -	292,615	342,879	439,753
Customs -	5,300,310	7,580,108	5,451,682
Licences etc. -	3,391,644	3,951,851	3,637,103
Fees of Courts -	341,499	363,278	384,919
Posts and Telegraphs -	354,125	444,276	451,970
Railway -	—	86,700	289,167
Port and Harbour dues -	34,866	37,853	36,126
Interest -	1,630,216	1,593,419	1,656,785
Miscellaneous Receipts -	153,919	211,692	59,209
Municipal -	1,118,964	1,351,456	1,381,321
Land Sales -	847,408	443,302	470,189
Total -	17,388,691	20,196,688	17,922,090

APPENDIX B.*Expenditure in the years 1936, 1937 and 1938.*

Head of Expenditure	1936	1937	1938
	\$	\$	\$
Pensions -	628,588	629,935	759,858
Personal Emoluments -	6,113,361	6,448,393	6,950,642
Other Charges -	3,577,041	4,342,219	4,757,768
Purchase of Land -	217,905	165,905	206,232
Electric, S. S. -	—	210,968	173,874
P.W.D., A. R. -	1,548,235	1,505,889	1,649,306
P.W.D., S. S. -	5,826,664	5,094,443	4,355,413
Total -	17,911,794	18,397,752	18,853,093

APPENDIX C.

Balance Sheet at 31st December, 1938.

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Liabilities		Assets	
	\$		\$
Deposits	1,260,268	Cash in hand at Treasuries, Banks, Crown Agents and Customs Department	2,827,994
Rubber Fund	26,711	Cash-in-transit	61,886
SURPLUS:—		INVESTMENTS (at cost):—	
Opium Revenue Replacement Reserve Fund	15,432,120	Sterling Securities	22,055,591
General Surplus	26,195,752	Local Securities	1,758,444
		Fixed Deposits	—
		Opium Revenue Replacement Reserve Fund Investments	15,390,316
		Cash	41,804
			15,432,120
		Due by other Governments	4,910
		Stock of Chandu	28,744
		Advances	139,672
		Loans	228,660
		Suspense	385,830
Total	42,923,851	Total	42,923,851

APPENDIX D.

STATISTICAL RETURN OF REVENUE AND EXPENDITURE,
1912—1938.

Year	Revenue	Expenditure
	\$	\$
1912	4,348,642	3,231,406
1913	4,378,556	3,267,484
1914	4,352,897	3,899,698
1915	5,790,394	3,645,421
1916	7,976,863	4,602,433
1917	10,168,625	5,119,520
1918	9,125,694	5,858,591
1919	11,002,778	8,223,682
1920	11,838,976	13,070,284
1921	7,689,054	11,159,450
1922	8,625,223	8,785,873
1923	11,094,955	7,064,160
1924	10,947,960	8,095,276
1925	15,884,592	9,780,322
1926	18,781,565	18,099,232
1927	18,239,023	15,348,473
1928	20,698,077	16,445,473
1929	17,633,212	16,200,829
1930	14,634,966	16,671,946
1931	12,102,704	14,778,518
1932	11,518,363	11,383,156
1933	11,806,152	11,589,496
1934	16,660,594	11,692,115
1935	17,162,127	18,429,798
1936	17,388,691	17,911,794
1937	20,196,688	18,397,752
1938	17,922,090	18,853,093

APPENDIX E. HOUSING.

Town Board Areas	Total Population	Number of separate Dwelling Houses and of persons inhabiting them				Number of Barracks, Com- pounds, Tene- ment Houses, etc., and of persons in- habiting them		Number of Native Huts and of persons inhabiting them	
		Houses of one room	Inhabi- tants	Houses of two rooms	Inhabi- tants	Houses of three rooms and over	Bar- racks, etc.	Huts	Inhabi- tants
Johore Bahru	26,250	—	—	779	4,913	2,256	160	395	2,907
Kluang	11,366	61	248	65	410	286	590	437	3,775
Muar	33,554	592	3,166	536	3,638	1,068	1,721	906	4,625
Segamat	4,351	152	899	106	811	71	81	146	754
Kota Tinggi	3,537	14	76	13	100	117	108	100	841
Mersing	5,449	222	893	153	873	217	103	35	156
Batu Pahat	25,659	1,171	7,601	505	4,273	530	77	627	2,769
Pontian Kechil	3,778	4	15	79	322	400	11	214	1,020
Total	113,944	—	—	—	—	—	—	—	—

APPENDIX F.*Return of Motor Vehicles licensed in 1938.*

Place of Registration	Private Cars	Hire Cars	Bus	Lorry	Motor Cycle
Johore Bahru	1,144	309	30	608	105
Muar	429	325	11	211	62
Batu Pahat	426	148	116	204	72
Segamat	253	50	39	131	43
Mersing	52	39	—	56	1
Total	2,304	871	196	1,210	283

APPENDIX G.**BIBLIOGRAPHY.**

References to Johore will be found in most of the standard works on Malaya and in the publications of the Malayan Branch of the Royal Asiatic Society. In 1933 there appeared as Vol. X Part III of the Journal of the said Branch.

A History of Johore (1365-1895) by Dr (now Sir Richard) Windstedt, K.B.E., C.M.G., D. Litt. (Oxon).

The same author has devoted chapters to Johore in his *History of Malaya*.

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